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The purpose of this plan is to provide a guide for designing improvements in public library service in the Denver metropolitan region and for evaluating the libraries as they develop. The report examines the background of public library planning activities, characteristics of the region, local library systems, area library resources and minimum standards, and the development of local libraries and area resources to 1985. A program for public library development is recommended with these objectives: to bring local library resources to the levels of the American Library Association standards, to develop a library system that meets the standards for public library systems, to provide library services that are easily accessible to all residents in the region, and to develop policies and programs that will allow residents to use all public libraries in the area. Objectives will be accomplished by: (1) a developmental program which will be funded on a shared-cost basis with local, state and federal funds, (2) research and development activity to assist libraries in meeting changing needs which will be funded by the public library system and the Denver Regional Council of Governments, (3) coordinating the services of all types of libraries, and (4) drafting library standards that will reflect the needs of the Denver Metropolitan area. Appendixes include the planning schedule, population data, and an inventory and directory of local libraries. (JB)

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Denver Regional Council Of Governments

A PLAN AND PROGRAM FOR DEVELOPMENT

DENVER METROPOLITAN AREA

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PUBLIC LIBRARIES

REPORT NO. 6801

SEPTEMBER, 1968

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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PUBLIC LIBRARIES IN THE DENVER METROPOLITAN AREA

A Plan and Program
For
Public Library Development
To 1985

Report No. 6801

The preparation of this report was financially aided through a federal grant from the U.S. Office of Education (Department of Health, Education and Welfare) under Title I of the Library Services and Construction Act (PL-511) 1966. The contract for this grant was made through the Colorado State Library (Department of Education).

DENVER REGIONAL COUNCIL OF GOVERNMENTS

Denver . Colorado September . 1968

PREFACE

WHY HAVE A PLAN FOR PUBLIC LIBRARY SERVICES AND FACILITIES?

.. There are two reasons why a plan for public library services and facilities is being developed: the ideal reason, and the real reason. Ideally, library services should be developed utilizing the best planning techniques available. Realistically, this planning is being done because the federal government requires a plan before releasing federal assistance funds. The second reason provides the stronger motivation.

The Demonstration Cities and Metropolitan Development Act of 1966 (P.L. 89-754) is the law which gave the impetus to regional library planning. Title II "Planned Metropolitan Development", Section 204, reads: "All applications made after June 30, 1967, for Federal loans or grants to assist in carrying out open-space land projects/or for the planning or construction of hospitals, airports, *libraries*, water supply and distribution facilities, sewerage facilities and waste treatment works, highways, transportation facilities, and water development and land conservation projects within any metropolitan area shall be submitted for review - (1) to any areawide agency which is designated to perform metropolitan or regional planning for the area within which the assistance is to be used, and which is, to the greatest practicable extent, composed of or responsible to the elected officials of a unit of areawide government or of the units of general local government within whose jurisdiction such agency is authorized to engage in such planning, and, (2) if made by a special purpose unit of local government, to the unit or units of general local government with authority to operate in the area within which the project is to be located."

In our area the "areawide agency which is designated to perform metropolitan or regional planning" is the Denver Regional Council of Governments.[1]

The Planning requirement of the Demonstration Cities and Metropolitan Development Act of 1966 ("Model Cities Act") is specified in Section 204 (b) (1) "Except as provided in paragraph (2) of this subsection, each application shall be accompanied (A) by the comments and recommendations with respect to the project involved by the areawide agency and governing bodies of the units of general local governments to which the application has been submitted for review, and (B) by a statement by the applicant that such comments and recommendations have been considered prior to formal submission of the application. Such comments shall include information concerning the extent to which the project is consistent with comprehensive planning developed or in the process of development for the metropolitan area or the unit of general local government, as the case may be, and the extent to which such project contributes to the fulfillment of such planning."

Terms used in Title II are defined in Section 208: "'Metropolitan development' means all projects or programs for the acquisition, use, and development of open-space land; and the planning and construction of hospitals, *libraries*, airports, water supply and distribution facilities, sewerage facilities and waste treatment works, transportation facilities, highways, water development and land conservation, and other public works facilities."

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[1] *Former name of agency was Inter-County Regional Planning Commission. Both names appear throughout this document.*

"'Metropolitan development project' means a project assisted or to be assisted under section 702 of the Housing and Urban Development Act of 1965; *title II of the Library Services and Construction Act;* section 606 of the Public Health Service Act; section 8 of the Federal Water Pollution Control Act; section 120(a) of title 23, United States Code; section 12 of the Federal Airport Act; section 3 of the Urban Mass Transportation Act of 1964; title VII of the Housing Act of 1961; or section 5(e) of the Land and Water Conservation Fund Act of 1965; or under section 101(a) (1) of the Public Works and Economic Development Act of 1965 (for a project of a type which the Secretary determines to be eligible for assistance under any of the other provisions listed above)."

"'Comprehensive planning' includes the following, to the extent directly related to area needs or needs of a unit of general local government: (A) preparation, as a guide for long-range development, or general physical plans with respect to the pattern and intensity of land use and the provision of public facilities, including transportation facilities; (B) programming of capital improvements based on a determination of relative urgency; (C) long-range fiscal plans for implementing such plans and programs; and (D) proposed regulatory and administrative measures which aid in achieving coordination of all related plans of the departments or subdivisions of the governments concerned and inter-governmental coordination of related planning activities among the State and local governmental agencies concerned."

PURPOSE OF THE PLAN.

This plan exists because of federal requirements and because librarians and planners realize that planned development is preferable to unguided growth.

Planning involves an accurate description of the current situation, a realistic analysis of the future needs in an area, and proposes actions required to accomplish the desired goals.

The Plan will be meaningless unless the recommendations result in action. Local support--or lack of support--will determine the usefulness of this document.

Official acceptance of this plan is necessary before any of the recommendations can be implemented. The organization responsible for implementing the plan will be locally-based, but must consider the region as a whole. Enlightened self-interest should be the constant motivation of each person involved, but selfish isolationism must not be allowed to jeopardize progress in the area.

WHO WILL USE THE PLAN - AND HOW?

The immediate use of this plan will be by those people who review requests for grants--federal or state. Grants for matching funds for library construction will be assigned according to the priorities of need indicated in this plan.

Regional and local planning agencies will consider this plan in conjunction with all other planning documents to develop comprehensive local and regional plans.

Those people who will direct the development of regional library service will be guided by this plan as their primary development document.

Local library agencies can use this plan to develop their own programs and to relate to the regional services.

Interested citizens should use this plan to evaluate the level of library services available to them. Citizen support for improving libraries is of ultimate importance.

The purpose of this plan is to provide for everyone interested in public library service in our region a guide for designing improvements in that service and for evaluating the libraries as they develop.

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SUMMARY

The plan and program for public library services and facilities in the Denver Metropolitan Area is one of several plans to be developed under the auspices of the Denver Regional Council of Governments.[1] The several plans will be coordinated to provide a comprehensive plan for the region.

The Regional Librarians Committee of the Denver Regional Council of Governments is the group which has determined the content of this public library plan. As one of several technical advisory committees of the Council of Governments, the Regional Librarians Committee is responsible for making known the needs of the public libraries of the metropolitan area. This plan and program is a first step towards a general improvement of public libraries in the area.

Initiation of the planning activity came from the local librarians with the assistance of federal funds administered through the Colorado State Library. The Demonstration Cities and Metropolitan Development Act provided the federal impetus for coordinated plans. The Denver Regional Council of Governments provided the vehicle through which planning techniques could be utilized.

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[1] *The Denver Regional Council of Governments was known as the Inter-County Regional Planning Commission from its establishment in 1955 until July, 1968. References to this agency appear throughout this document as the Inter-County Regional Planning Commission (ICRPC) and the Denver Regional Council of Governments (DRCOG).*

GOALS AND POLICY

The Regional Librarians Committee agreed on a statement of goals and policy to provide the framework for the plan. In October, 1967, the following statement was approved by the Regional Librarians Committee:

> "It is the goal of the Regional Librarians Committee of ICRPC to make available to every resident of the region the highest quality of library service. The regional library policy is to bring about an immediate and continuing improvement of library services for all the residents of the region through a coordinated plan and program produced and implemented by the local library agencies in the region."

LIBRARY SYSTEM ESTABLISHED

One of the first recommendations of the Regional Librarians Committee was that a cooperative library system be formed. The local jurisdictions were requested by the Denver Regional Council of Governments to appoint representatives from the local library boards to serve on the advisory board to the library system.

The library system has been designated the Central Colorado Public Library System and the advisory board as the Central Colorado Library Council. The library system is the agency to implement the programs indicated in the plan.

DENVER STANDARD METROPOLITAN STATISTICAL AREA

The Denver metropolitan region is a fast-growing area. The five counties included have a population in 1967 of 1,122,000. A diversified economy characterizes the region. The suburbs are growing most rapidly. An unusually high level of education and of family income is found in the metropolitan area. Land use and transportation patterns change. Core city problems exist. Unique natural features predominate the region.

The Denver metropolitan region is diverse and vigorous in its economy, geography, natural and human resources. The area represents a potentially high-level library usage.

LOCAL PUBLIC LIBRARIES

There are 16 individual public library systems in the metropolitan area. In the middle 1960's a general pattern of statistical growth has taken place. This growth has been slow, even erratic, in some instances. A general steady increase in resources is the norm for the public libraries in the Denver Region.

During the period 1963 to 1967, total expenditures by the 16 public library systems have increased 43.9% and the total book collections have grown by 26.3%.

Yet the public libraries in the region continue to be below the national standards for minimum levels of service. Estimated costs anticipated to bring the area libraries up to the standards by 1985 are $180 million. Pro-rated on the basis of estimated population for 1985, the program cost to reach the minimum standards would be $6.64 per capita. This compares with the 1967 level of $1.88 per capita support.

BASIC PRINCIPLES AND ASSUMPTIONS

The Regional Librarians Committee has defined several underlying principles for the development of a program for public library improvement. The assumptions which are to pertain throughout the developmental phase of the program are:

1. Arbitrary lines or barriers are to be ignored.
2. Reciprocal borrowing throughout the region will be in effect.
3. Service units of varying sizes based on population characteristics and neighborhood structures will be developed.

The principles for public library development are:

1. Special research collections should not be duplicated.
2. If special collections are developed, they should be built on existing strengths.
3. It is desirable that strong general reference collections be developed in various municipal and county libraries. These collections in essence would function as a regional reference center.
4. It must be recognized that each library has a maximum potential. The eventual responsibility of the library must be defined and must be considered within the framework of graded services. This gradation is not designed to limit a library but rather to provide a unified pattern for citizen use.
5. Regional librarians should determine which libraries within the present framework of population structure in metropolitan Denver are to be designated as regional strengths.

STRUCTURE OF PUBLIC LIBRARY SERVICE

The local public library is the base on which rests all library services in the region. The public library system is designed to provide those services which the local libraries cannot provide.

The agencies directly concerned with public library services in the metropolitan area are the local elected officials, the local library boards of trustees, the Central Colorado Library Council, the Denver Regional Council of Governments, the Regional Librarians Committee, and the Colorado State Library.

The areas of responsibility - fiscal, operational, functional, and advisory - have yet to be determined fully. Economy of operation and efficiency of expenditures must be the constant keynotes.

PROGRAM FOR PUBLIC LIBRARY DEVELOPMENT

The objectives of the program for public library development in the Denver metropolitan region are:

1. To bring the resources of each local library to the levels recommended by the standards of the American Library Association.

2. To develop a library system with resources at least equal to those recommended by the standards for public library systems.

3. To provide library services and facilities throughout the region in such locations as to be easily accessible to all area residents.

4. To develop policies and procedures which will allow all residents, regardless of their place of residence, to use all the public libraries of the area.

The objectives will be met by the cooperative efforts of all agencies and individuals concerned with public libraries in the metropolitan area. The objectives will be accomplished by the following activities:

1. A developmental program for public library service will be funded on a shared-cost basis with local, state, and federal funds.

2. The public library system and the Denver Regional Council of Governments will support a research and development activity which will assist libraries to meet the changing needs of the total metropolitan community.

3. Developmental programs which will coordinate the services of all types of libraries -- academic, public, school, and special -- will be initiated.

4. Developmental programs will include the drafting of standards for library services that accurately relate to the special needs of the people of the Denver metropolitan area.

INTRODUCTION

INTRODUCTION

BACKGROUND OF PUBLIC LIBRARY PLANNING ACTIVITIES.

In October 1966, librarians representing 16 public libraries in the Denver metropolitan area were organized as a technical advisory committee of the Inter-County Regional Planning Commission (now the Denver Regional Council of Governments).

Jurisdictions participating are Adams County, the Arapahoe Regional Library District, Arvada, Aurora, Boulder, Brighton, Broomfield, Denver, Edgewater, Englewood, Jefferson County, Lafayette, Littleton, Longmont, Louisville, and Westminster. The Area Consultant from the Colorado State Library serves on the committee.

The Regional Librarians Committee is responsible for determining and presenting to DRCOG the needs of the public libraries in the region. The Committee's recommendations are presented to DRCOG's Executive Director who, in turn, presents them to the Policy Advisory Committee for consideration. The full Council considers the recommendations of the Policy Advisory Committee and may adopt the proposals as official recommendations of the Denver Regional Council of Governments.

One example of the kind of activity initiated by the Regional Librarians Committee was a resolution from the Commission recommending to the local jurisdictions that they appoint representatives from their local library boards to serve on a library system advisory board. These appointments were made and an organizational meeting was held in August

1967. The Central Colorado Library Council is the policy-making body which will guide the development of a cooperative library system for the metropolitan region. By December 1967, all of the local jurisdictions had signed an agreement to participate in the programs of the library system. Funding of the system programs will come from state and federal grants programs distributed by the Colorado State Library.

The signing of the "Model Cities Act", placed on the Regional Librarians Committee responsibility for initial review of applications for Federal assistance for public library construction projects under Title II of the Library Services and Construction Act. There was a note of self-congratulations by the librarians for having associated with ICRPC prior to the legislative push. Planning was no longer simply desirable; it was necessary.

EXISTING PLANS.

The public library services and facilities plan is one of the first elements of the comprehensive plan being prepared for the metropolitan region. Similar plans are in preparation for open space and recreation, transportation, air pollution control and other areas of regional concern. All of these planning elements will be coordinated to produce a comprehensive plan of regional development.

In 1966 the "Colorado Plan for Library Development" was completed. The State Department of Education and the Colorado Library Association have endorsed the state plan. Extensive use of the "Colorado Plan" was made in the ICRPC document "Public Libraries in the Metropolitan Region, 1966; Designing a Network of Knowledge" which was published in 1967.

Many of the municipalities and counties have local plans available.

Each of these plans - whether comprehensive or special - was consulted during this study.

METHODOLOGY.

The Regional Librarians Committee of ICRPC began their planning activity by proposing that an inventory of public library facilities and services be developed. A contract was made between the Colorado State Library (Colorado Department of Education) and ICRPC with funds from Title I of the Library Services and Construction Act.

Two ICRPC staff members, Mrs. Caroline Rapalyea and Dr. Phillip Mahoney, were assigned to collect and assemble the inventory information. The project was completed in June 1967. A summary of their findings, "Public Libraries in the Metropolitan Region 1966; Designing a Network of Knowledge" was published in October 1967.

A second contract between ICRPC and the State Library continued the support of planning activity by providing funds for a full-time Regional Librarian to develop the long-range plan during fiscal year 1967-68. This position was filled in August 1967.

Data collected came from records on file at the Colorado State Library, from reports submitted by the local librarians upon request of ICRPC Staff, and from visits to the local libraries and interviews with the Librarians.

PLANNING GUIDE.

The Inter-County Regional Planning Commission contracted with the System Development Corporation of Santa Monica, California for the production of a planning guide for use in comprehensive planning. The SDC _Planning Guide_ was utilized to develop the library plan.

PLANNING GUIDE ACTIVITY FORM

1) NETWORK ID ICRPC 2) SUBNET ID EDCAT

3) ACTIVITY TITLE COLLECT DATA ON LIBRARY PLANS F-2

4) PREDECESSOR EVENT # 11022

5) SUCCESSOR EVENT # 11005

6) SUMMARY ACTIVITY # 1

7) ACTIVITY # 33 8) ACTIVITY LEVEL 3

9) DESCRIPTION OF ACTIVITY LIBRY LEVEL 4

13 ACQUIRE DATA ON REGION LIBRARY MANPOWER
17 COLLECT DATA ON CURRENT DEMAND FOR LOCAL LIBRARY SERVICES
18 COLLECT SURVEY DATA ON LOCAL LIBRARY USER CHARACTERISTICS
19 ACQUIRE CURRENT POPULATION AND S/E DATA
20 ACQUIRE CURRENT TRANS FACTORS AFFECTING LIBRARY FACILITIES
21 ACQUIRE POPULATION PROJECTIONS
29 COLLECT INFO ON SOURCES OF LIBRARY FUNDS

10) CONTRACT #

11) DESCRIPTION OF PRODUCT

ORGANIZATIONS:

12) REPORTING

13) PERFORMING

14) RESPONSIBLE ICRPC

DURATION OF ACTIVITY:

15) OPTIMISTIC

16) MOST LIKELY

17) PESSIMISTIC

SCHEDULE:

18) ESTIMATED START

19) ESTIMATED COMPLETION

20) ACTUAL COMPLETION

21) TOTAL DOLLAR COST

22) EXPENDITURES: ESTIMATE __, BUDGET __, COMMITMENT __, ACTUAL __

23) RESOURCE CODE 24) MANHOURS 25) MANHOUR RATE

A recently-published brochure, SDC Digest: Planning Guide describes the guide as "a management tool that specifies all activities in the planning process and shows interrelationships among the activities through flow charts and a series of indexes". Two underlying principles are identified: "The first is that the work performed in the production of a comprehensive plan may be viewed as a network of activities which may be subdivided into more detailed networks of activities. The second is that the activities can be described as information processing activities".

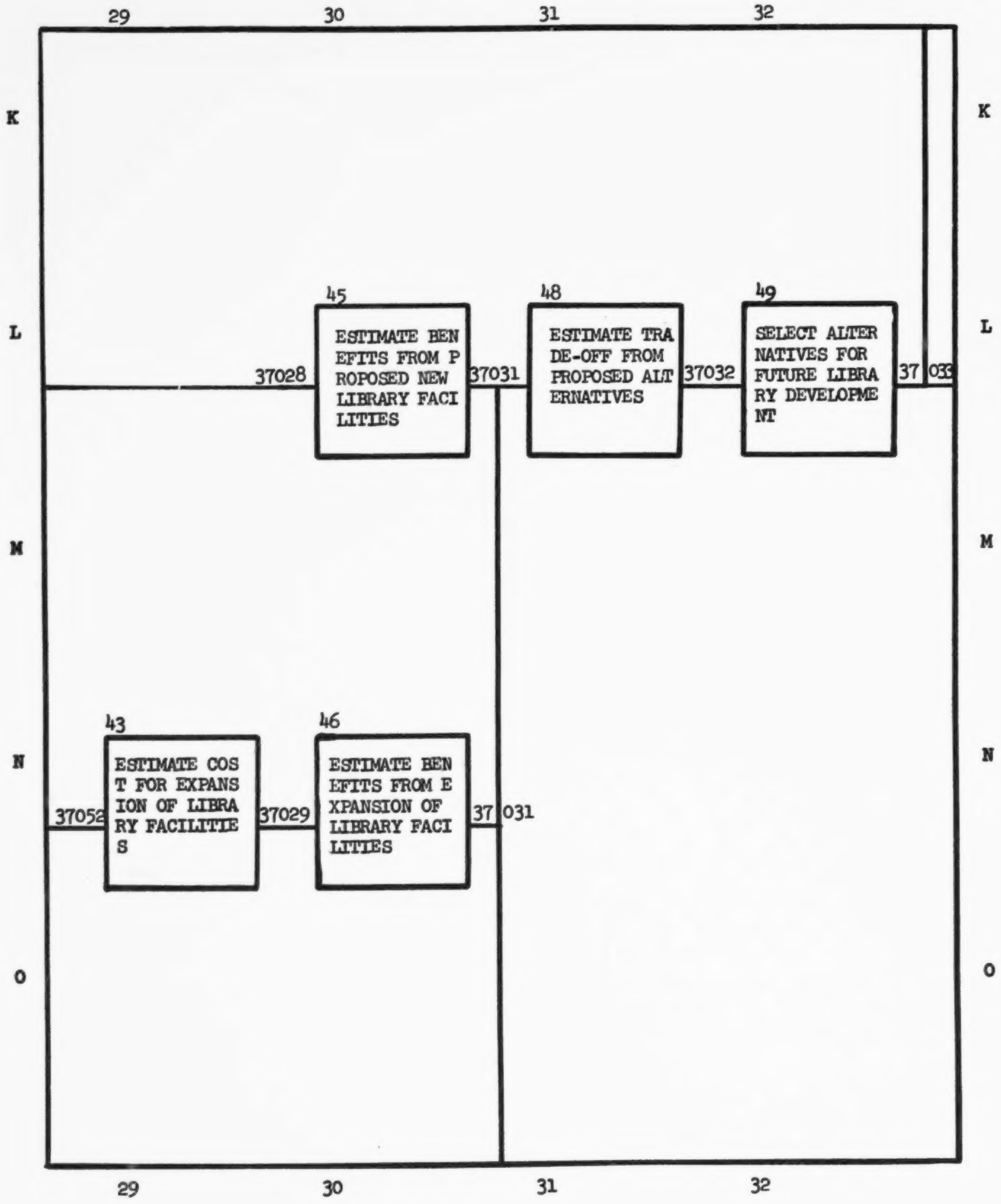
The planning activities for libraries on the "level 2," or general, schedule are:

Establish library policy
Collect data on libraries
Estimate future demand for library facilities
Select alternatives for library facilities financing
Produce library plan
Review other regional plans for conformance to library plan
Revise library plan
Review local library plans
Obtain approval of library plan
Monitor library plan

The sample of the "Planning Guide Activity Form" on the opposite page illustrates the more detailed activity descriptions.

Flow charts for level 4, the most detailed section of the Planning Guide, run for 38 pages for the library activity. A sample page is reproduced on the following page.

A schedule was prepared to fit the restrictions of the 10 months available for completion of the library plan. SDC had estimated 29 months as the most likely duration required to complete the study at twice the actual project cost. A spirit of willing cooperation helped overcome this disparity.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37 033
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46
ESTIMATE BEN EFITS FROM E XPANSION OF LIBRARY FACI LITIES
37052
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LIBRY LEVEL 4 FLOWCHART 37 SECTION c8

GOALS AND POLICY.

The Regional Librarians Committee adopted a statement of goals and policy in October 1967. Excerpts from that statement were adopted by the Central Colorado Library Council on October 24, 1967. The ICRPC Policy Advisory Committee officially endorsed the statement at its meeting on December 14, 1967.

The basic premises outlined in the following statement have guided the development of this plan.

PUBLIC LIBRARY SERVICES AND FACILITIES

PLAN AND PROGRAM

GOALS AND POLICY

It is the goal of the Regional Librarians Committee of ICRPC to make available to every resident of the region the highest quality of library service.

The regional library policy is to bring about an immediate and continuing improvement of library services for all the residents of the region through a coordinated plan and program produced and implemented by the local library agencies in the region.

PURVIEW

The achievement of quality library services available to all residents of the region will be attained by analysis of services and facilities presently available; by development of standards for services; by analysis of the need for expansion of services and facilities as determined from population projections and estimates of user characteristics; by an information program designed to increase official and public understanding of the need for improvement in library service; and, if necessary, by seeking changes in legislation which will enable more efficient and flexible structuring of library service agencies.

Planning for library services in the region will be an element of comprehensive regional planning. Public library planning will be coordinated with such other elements as transportation, education, land use, open space, etc., to form a comprehensive plan for the region.

In general, the techniques used will be those suggested by the System Development Corporation in its "Planning Guide for Inter-County Regional Planning Commission".

AGENCIES

Local Jurisdictions: The local libraries are the agencies which gave the initial impetus to coordinated planning. Demonstrations of cooperative effort resulted in the realization that further coordination of planning and provision of library services is mutually beneficial. Initiation of planning activities and implementation of programs developed remain the responsibility of the local jurisdictions. The level of support provided by the local units determines the quality of library services developed.

Regional Librarians Committee: A technical advisory committee, the Regional Librarians Committee informs the ICRPC of the library needs of the region and supplies data as needed. The RLC applies its expert knowledge in design and evaluation of the library plan. Members of the RLC act as primary agents in the dissemination of information to officials and to the public.

Library Council: Composed of representatives from the local library boards and commissions, this agency is the policy-making body for the library system being developed in the region. In addition to its policy function the agency is active in a public information program and keeps its member jurisdictions aware of systems plans and services. The Library Council receives and administers state and federal funds supporting systems programs.

Inter-County Regional Planning Commission: ICRPC is the agency responsible for development of a comprehensive regional plan, one element of which is library services. ICRPC is the administering agency for the production of a plan, for coordination of planning elements, evaluation and review, and public information. The library project is contracted with the Colorado State Library.

Colorado State Library: The State Library function is to assist libraries in improving their services. Colorado State Library is the distribution and reporting agency for state and federal funds supporting library services. Other functions are public information and coordination of library services on a state-wide basis.

Federal funds have provided the staff support for the Regional Librarians Committee planning activity. The library system program is supported by state and federal funds.

The State Library and the Colorado Council for Library Development initiated the study which resulted in the Colorado Plan for Library Development. The Colorado Plan has been adopted by the Colorado Department of Education and by the Colorado Library Association.

CENTRAL COLORADO LIBRARY COUNCIL

Statement of Goals (adopted 10-24-67)

IT IS AGREED by all Council members that:

1. The goals of the Central Colorado Library Council are:

a. To make available to every resident of the region the highest quality of library service;

b. To bring about an immediate and continuing improvement of library services for all the residents of the region through a coordinated plan and program produced and implemented by the local library agencies in the region;

c. To coordinate library planning with such other elements as transportation, education, land use, open space, etc., to form a comprehensive plan for the region;

d. To pursue an active public information program and keep its member jurisdictions aware of the Council's plans and services;

e. To judiciously administer state and federal funds supporting Council programs to carry out the above goals.

ASSUMPTIONS.

The Regional Librarians Committee at their meeting on February 1, 1968, proposed that the following assumptions pertain throughout the plan and program:

1) Arbitrary lines or barriers are to be ignored;

2) Reciprocal borrowing throughout the region will be in effect;

3) Service units of varying sizes based on population characteristics and neighborhood structures will be developed.

At the same meeting the following principles for metropolitan plan development were defined:

1) Regional centers of reference strength will be built;

2) A metropolitan center of major research strength will be developed;

3) Universal circulation and registration procedures will exist;

4) Delivery and transmittal of information will be improved.

PART I

DESCRIPTION OF THE REGION

PART I

DESCRIPTION OF THE REGION

The Denver Standard Metropolitan Statistical Area (Adams, Arapahoe, Boulder, Denver, and Jefferson Counties) followed parallel growth lines with the state until about 1940. Since then the Metro Area has grown at a much faster rate than either the State or the nation as a whole--as much as twice the national rate for the period 1960-67 (estimating 20.8% growth rate for the metro area compared to 10.0% for the U. S.).

POPULATION

On January 1, 1967, the total population of the Denver Standard Metropolitan Statistical Area (SMSA) was estimated at 1,122,000 or 55.7% of the population of the State. By the year 2000, if present projections prove valid and the SMSA land area is not increased, 62.0% of the State's population will be concentrated on 3.5% of the State's land.

Within the five-county area Jefferson County has experienced the greatest increase in population in the seven years from 1960 to 1967, growing from 127,520, to 196,000 or 53.7%. Boulder County with a change of 48.1% had the second greatest increase of population. Denver City and County, while continuing to grow, has increased only 18,113, or 3.7% in this seven year period. Table I shows the numerical and percentage changes in population for the Denver SMSA from 1960 to 1967.

Projections for the five-counties show continued growth but at declining annual growth rates. For example, Adams and Jefferson counties numerical increase in population has remained at about the same level, causing the rate of increase to decline. The one exception is Boulder County which shows an increased growth rate for the 1965-70 period (from 5.1 in 1960-65 to 5.7 in 1965-70) as shown in Table II.

In general then, Denver is expected to continue to grow but to do so slowly. Adams, Arapahoe, and Jefferson should continue to grow more quickly than Denver but more slowly than they have in the past seven years. Boulder should show the strongest growth due to continued in-migration of people and industry.

ECONOMY

"Metro Denver has been fortunate in the diversity of its economy. No segment of industry nor any single industry dominates the others. Because of this diversity, the area presents a favorable labor-market picture. A wide range of skills is available from the well-balanced distribution of workers in the various industry categories. Furthermore, because of the agreeable physical climate as well as this favorable economic climate, the recruitment of labor from other parts of the country is relatively easy."[1]

That same ICRPC report presents current employment percentages by major industry group and sub-group (1958 to 1965) and from that base, projects employment to 1985. During the base period Metropolitan Denver employment grew more than did employment nationally. The figures on national and regional employment and industry growth used in the report show "that industries locating in Denver during this period were predominately growth industries and Denver received more than its regional 'share' of employment growth."[1]

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[1] *Economic Growth in the Denver SMSA 1965-1985*, ICRPC, August, 1967, p. 3.

The report also points out that while the participation rate (percentage of the total population employed) of the Denver Standard Metropolitan Statistical Area "has been somewhat higher than the national rate this difference is not expected to persist. It presumes a participation rate rising gradually, in consonance with the United States rate",[2] and makes projections of the metropolitan area population based on this rate. Table III shows the difference between the previous ICRPC population projection (1,806,000 in 1985) with the resultant participation rate (40.2%) and the revised population figure (2,014,600) based on a participation rate of 36.1% which is felt to be the more realistic figure.

LAND USE AND TRANSPORTATION

With the expected growth in the number of people and jobs, the amount of land required for new homes, stores, factories, libraries, and schools, also increases. New growth between 1960 and 1980 will cover "145 square miles of undeveloped land as compared to 260 square miles already developed in 1960".[3] Historically this new growth has taken place along the major roadways, generating traffic to the point of severely congesting many streets. Some form of "land use control appears to be a necessity and certainly required along new roads constructed in both presently built-up areas and in open areas in advance of new development".[4]

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[1] *Ibid, p. 11.*
[2] *Ibid, p. 3.*
[3] *Transportation, Its Role in the Metro Area, ICRPC, Dec. 1966, p. 11.*
[4] *Ibid, p. 11.*

It benefits both the library and the patron to have facilities located at points of high pedestrian traffic or, where ample parking is available, at high vehicular traffic intersections.

The realistic International City Manager's Association acknowledges the sensitivity of site selection in a 1964 publication: "Unquestionably, a location which affords maximum accessibility to the greatest number of people is fundamental to the success of every new public library, be it the central library or a branch. It is equally true that a site which is located in the heart of a shopping and business district will usually cost far more than a site which is located in a remote or secondary area. Once confronted with the reality of the high cost usually associated with the acquisition of a prime location, there is a tendency toward 'instant' compromise. Fortunately, ever increasing numbers of municipal officials, architects, and citizens recognize that the public library cannot fulfill its functions in a second-rate location and that operating costs are proportionately higher for an off-center library than for one which is centrally located. Maximum use is synonymous with lower service-unit costs, and strategically located sites are synonymous with maximum use".[1]

Areas of new residential development, and therefore a potential concentration of library users, appear to be to the north (Westminster), northwest (Arvada), south (Littleton), and southeast (Greenwood and Aurora areas), of Denver and the Boulder City area.

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[1] *Roberta Bowler, editor. Local Public Library Administration. The International City Managers' Association, 1964, p. 297.*

GROWTH PATTERNS

Regional Growth Patterns in the Denver SMSA 1960-67, ICRPC, August, 1967, measures growth in the Denver region by three different methods:

"Urbanization of land (Sources, U. S. Geological Survey and aerial photographs)

New residential construction (Source, Metropolitan Denver Home Builders' Association)

Spending Units[1] (Source, ICRPC compilation of public-utility reports)"

Each method shows an increase in a different area. When measured by land utilized for urban purposes, the southeast shows the greatest growth. Westminster, Northglenn, and Jefferson County represent the top growth areas when building data are used as a measure.

According to the data on spending units, Boulder City and its environs are in a position of leadership. This area "had a 60% increase in the number of spending units over the past six years--an annual rate more than twice that of Denver, with 29% in the same period. The Boulder increase in 1966 was over 12% more than the previous year and over 32% of the total growth in number of spending units within the entire metropolitan area".[2]

Even though these modes of measuring growth show different areas growing at different rates, they support the fact that the fringe areas are growing while the core city remains dormant. However, the data on spending units shows an apparent reversed trend in the central area of the city.

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[1] *A "spending unit" may comprise a family, or it may be a single individual, or it may consist of a group of unrelated individuals. In whichever situation, the individual or group does spend as a unit, and generally has one place of residence. In other words, if one member of a family or group in spending unit buys an item or a service, other members may or may not share in the expenditure but they are precluded from an alternative purchase.*

[2] *Regional Growth Patterns in the Denver SMSA, 1960-67, ICRPC, August 1967.*

Using this method, the Capitol Hill area[1] shows a decrease in 1965 of 185 units, but reverses itself in 1966 with an increase of 913 units. These accounted for 6% of the total region's growth.

The growth of the Capitol Hill area and a similar increase in the number of spending units in the East area[2] (4% of the 1966 total) when considered with "the general knowledge of multiple-unit construction taking place in the central area, suggest that these figures may indicate a new trend in urban living in Denver and not an erratic phenomenon".[3] It may be well to remember however, that if an efficient mass-transportation system were developed in the metropolitan region, this apparent trend could be reversed.

For the study period 1960-1967, areas with the greatest overall growth were:

	Percent of Total Regional Growth[4]
Boulder	23.2%
Arvada	10.4
Aurora	9.8
Westminster	8.5
Littleton	7.7
	59.6%

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[1] *From York St. west to the Valley Highway and from the north Denver City limits south to 6th Ave.*

[2] *From York St. East to the Denver city limits and from the north city limits south to Alameda.*

[3] *Ibid, p. 3.*

[4] *Source:* *Regional Growth Patterns in the Denver SMSA, 1960-1967, ICRPC, August, 1967.*

CHARACTERISTICS OF THE DENVER AREA POPULATION

Is the Denver area different from other metropolitan areas of similar size? Yes. The Denver Standard Metropolitan Statistical Area is unique in many respects. Unfortunately, the most recent U. S. Census Bureau figures are for 1960.

Compared to the rest of the United States and to other metropolitan areas of similar population, the average Denver area resident has an unusually high level of education and of income. In 1960, the national figure for median family income was $5660. The median family income in the Denver area was $6551.

The median school years completed in the U.S. in 1960 was 10.6; Denver area residents' median years of school completed was 12.2.

What happens if Denver is compared with other metropolitan areas? The 1960 Census is interesting in this light. The Denver region ranked 26th among the metropolitan areas of the nation, with a population of 929,383. Other metropolitan regions of similar rank were Atlanta (24th), population 1,107,888; Miami (25th), population 1,092,545; Indianapolis (27th), population 916,897; and New Orleans (28th), population 907,123.

Comparisons of education and income levels of these metropolitan areas with national averages are shown in the 1960 Census:[1]

I. Median Schools Years Completed:

United States	10.6 years
Atlanta	11.1
Miami	11.5
DENVER	12.2

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[1] *U.S. Bureau of the Census. County and City Data Book, 1967, U.S. Government Printing Office, 1967, pp. 2-6, 432-460.*

I. Median School Years Completed (cont'd)

Indianapolis	11.4 years
New Orleans	9.7

II. Completed Less Than 5 years (%):

United States	8.4	%
Atlanta	10.0	
Miami	7.5	
DENVER	3.3	
Indianapolis	4.1	
New Orleans	13.4	

III. Completed High School or More (%):

United States	41.1	%
Atlanta	44.3	
DENVER	57.3	
Indianapolis	46.1	
New Orleans	35.5	

IV. Employment in Manufacturing (%):

United States	27.1	%
Atlanta	22.1	
Miami	11.6	
DENVER	19.1	
Indianapolis	31.4	
New Orleans	15.8	

V. Employment in White Collar Occupations (%):

United States	41.1	%
Atlanta	48.2	
Miami	46.3	
DENVER	51.5	
Indianapolis	44.8	
New Orleans	44.8	

VI. Median Family Income ($):

United States	$5,660
Atlanta	5,758
Miami	5,348
DENVER	6,551
Indianapolis	6,457
New Orleans	5,143

VII. Median Family Income Under $3000 (%):

United States	21.4	%
Atlanta	20.8	
Miami	22.8	
DENVER	13.1	
Indianapolis	13.7	
New Orleans	25.0	

VIII. Median Family Income Over $10,000 (%):

United States	15.1	%
Atlanta	17.0	
Miami	14.0	
DENVER	19.0	
Indianapolis	18.9	
New Orleans	13.2	

The average public library patron is assumed to be above average in terms of educational level, level of income, and, most probably, is employed in a white collar occupation. Until such time as these assumptions are tested and contradictory evidence is found, the figures listed above do indicate that residents of the Denver Metropolitan Area expect and deserve more than average public library services.

Planning for public library services and facilities must take into account these demographic features. The metropolitan region is an area constantly changing. Descriptions of the region's character are becoming more sophisticated, but a great need exists for additional accurate measurements on which to base projections.

TABLE I

Population Change - 1960-1967

	1960	1967	% Change
Metro	929,383	1,096,000	20.7
Adams	120,296	162,000	34.7
Arapahoe	113,426	142,000	25.2
Boulder	74,254	110,000	48.1
Denver	493,887	512,000	3.7
Jefferson	127,520	196,000	53.7

TABLE II

Average Annual Percentage Rates of Population Increase by Period

	1950-60	1960-65	1965-70	1970-80	1980-90	1990-2000
Adams	11.6	5.4	2.3	3.0	3.3	2.2
Arapahoe	8.3	4.0	1.7	3.5	2.6	2.0
Boulder	4.4	5.1	5.7	5.2	3.2	2.4
Denver	1.7	0.4	0.8	0.7	0.9	0.3
Jefferson	8.6	7.1	4.6	3.8	3.3	2.9

Source: Population, Denver Metro Area, Current Estimates and Projections, ICRPC, January-1967.

TABLE III

Population Estimates and Employment Participation Rates, 1960-1985

	Employment	Participation Rate	Population	Earlier Population Est*	Participation Rate to support Earlier Est
1960	330,900	35.4%	929,400	--	--
1965	370,300	34.5%	1,074,000	--	--
1970	443,500	35.4%	1,252,000	1,200,000	36.9%
1975	526,800	35.8%	1,471,500	1,412,000	37.3%
1980	621,000	36.0%	1,725,000	1,590,000	39.0%
1985	727,300	36.1%	2,014,600	1,806,000	40.2%

**Source:* *Economic Growth in the Denver SMSA 1965-1985, ICRPC, August, 1967.*

PART II

LOCAL LIBRARY SYSTEMS

PART II

LOCAL LIBRARY SYSTEMS

PATTERNS OF ORGANIZATION.

There are 16 independent public libraries in the five-county Denver Metropolitan Area. One serves a special district, the Arapahoe Regional Library District. County-wide libraries are operated in Adams County, Jefferson County, and the City and County of Denver. Twelve municipalities--Arvada, Aurora, Boulder, Brighton, Broomfield, Edgewater, Englewood, Lafayette, Littleton, Longmont, Louisville, and Westminster--have established local libraries.

Each library has an appointed library board or commission as its policy-making organization. Powers and duties of library boards are specified in the 1947 Library Act (Chapter 84, Colorado Revised Statutes, 1963) or by charter in home-rule cities.

Several cooperative library systems were formed in the mid-1960's. The Arapahoe Municipal Library System members were the municipal libraries in Aurora, Englewood, and Littleton. The Central Colorado Library System included Jefferson County, Arvada, and Edgewater libraries. The municipal libraries in Broomfield, Lafayette, Longmont, and Louisville comprised the East Boulder County System.

All 16 libraries participate in a reference and inter library loan service which originated as the Denver-Tri-County Reference Service

Project, later became known as JADA (for Jefferson-Adams-Denver-Arapahoe Counties), and which is now being absorbed by the Central Colorado Public Library System.

Late in 1967, a metropolitan-wide library system (the Central Colorado Public Library System) was organized. All 16 libraries are participants and each jurisdiction is represented on the advisory board to the system.

The 16 libraries continue to operate as autonomous agencies. System services are funded primarily by State and Federal assistance programs.

JURISDICTIONAL AND ADJUSTED POPULATIONS.

Population estimates of the governmental units for the years 1963 through 1967 appear in Table IV. The jurisdictions operating libraries range in size from 2,250 in Louisville to Denver's estimated 512,000 population in 1967.

Five of the twelve municipalities have fewer than 10,000 people. Communities with fairly stable populations are Brighton, Broomfield, Edgewater, Englewood, Lafayette, and Louisville. These cities have grown at a rate of 10% or less in the last five years.

Faster growing communities are Aurora with a 16.2% rate of change and Westminster with a rate of increase of 18.4% from 1963 to 1967. The most rapidly growing cities are Arvada (29.8%), Boulder (28.4%), Littleton (23.5%), and Longmont (34.6%).

Early in the data collection phase of this study it became apparent to the Regional Librarians Committee members that some adjustment to show populations served by each library, as opposed to jurisdictional populations, should be made. Table V shows these adjustments for 1966 and 1967.

Some municipal libraries contract with their county government to serve residents in adjacent unincorporated areas. Tax-support for county libraries is levied on all residents of the county, but direct service to municipalities operating their own libraries is minimal. Arrangements to off-set the double-taxation feature differ among counties and may change annually. Current service patterns are reflected in the adjustments for populations served.

The technique used to make these adjustments was: (1) to exclude from the county population base those jurisdictions operating independent library agencies; (2) to add to the population base of those municipalities which provide library service to non-city residents a percentage of the nonresident population based on the current service contractual arrangements. (See the Appendix for detailed adjustments for each library.)

These adjustments were approved by the Regional Librarians Committee. Though precise, they are not necessarily accurate. The adjusted populations served are useful in statistical analysis, especially for measurements shown on a per-capita basis.

FINANCIAL SUPPORT OF LOCAL LIBRARIES

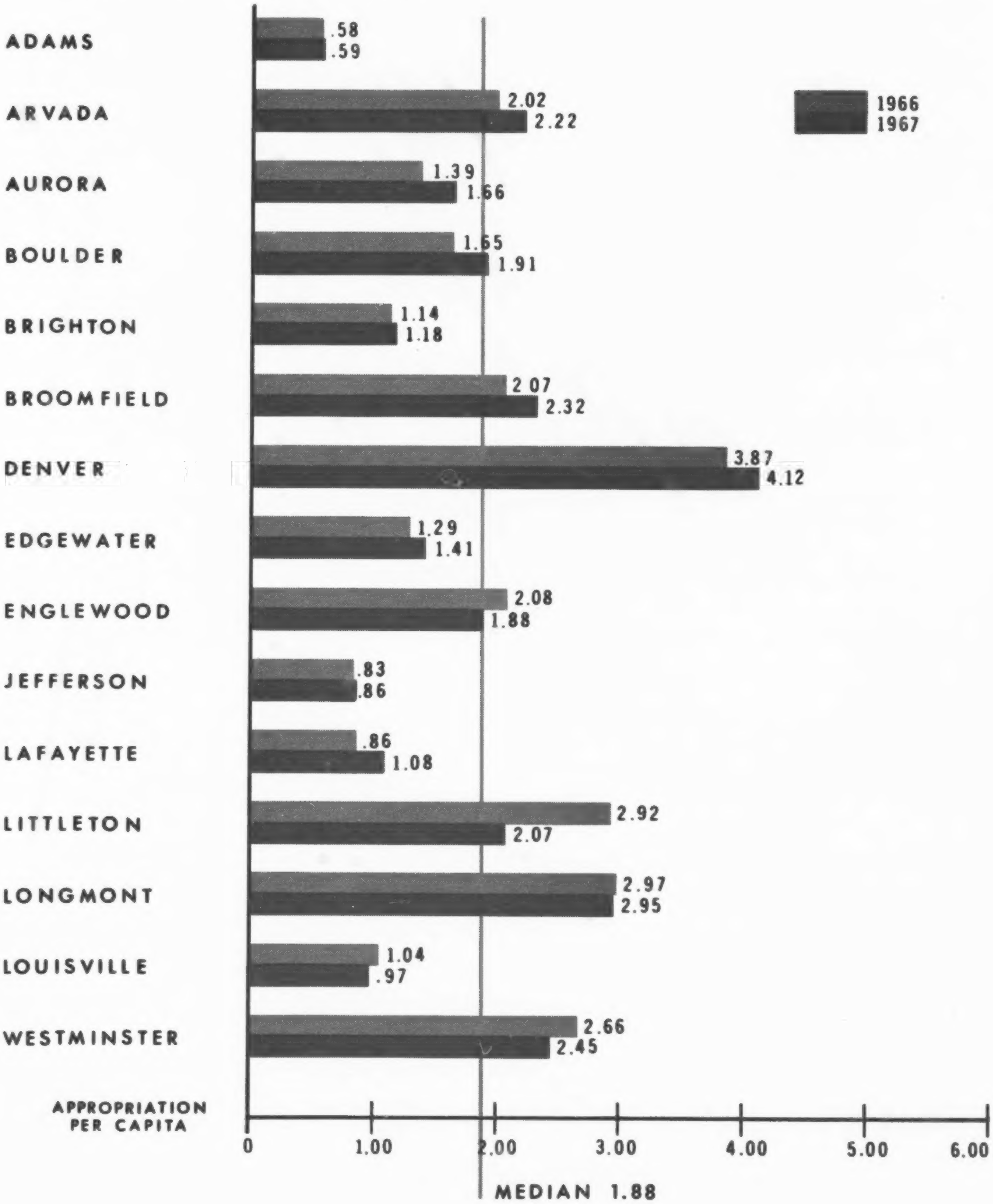
Public libraries receive the largest part of their funding from local property taxes. Quite naturally, the smaller the taxing area, the smaller the operating revenue will be for library services.

Most of the local jurisdictions support their library programs from general fund revenues. Legislation passed in 1967 provides counties the option of a separate mill levy for maintenance and establishment of county and regional libraries.

Table VI shows the amounts received by each library from its own jurisdiction from 1963 to 1968. A general pattern of increased annual

CHART 1

LOCAL LIBRARY APPROPRIATIONS PER CAPITA, DENVER SMSA, 1966-1967



NOTE:

Data based on population of local jurisdictions.

support at a fairly steady rate is the norm. Notable exceptions are the sharp drop for Adams County in 1964 and the sudden increase in 1968 for both Adams and Jefferson Counties. The figures in Table VI do not include major capital improvement revenue.

Chart I shows the per capita support for the local jursidictions for the years 1966 and 1967. The Arapahoe Regional District Library is not included because the majority of its funds are for contracted services.

In 1967, the per capita support ranged from 59¢ in Adams County to Denver's $4.12. The median per capita support was $1.88. Per capita support level increases dramatically in 1968 for Adams County ($1.61) and for Jefferson County ($2.00).

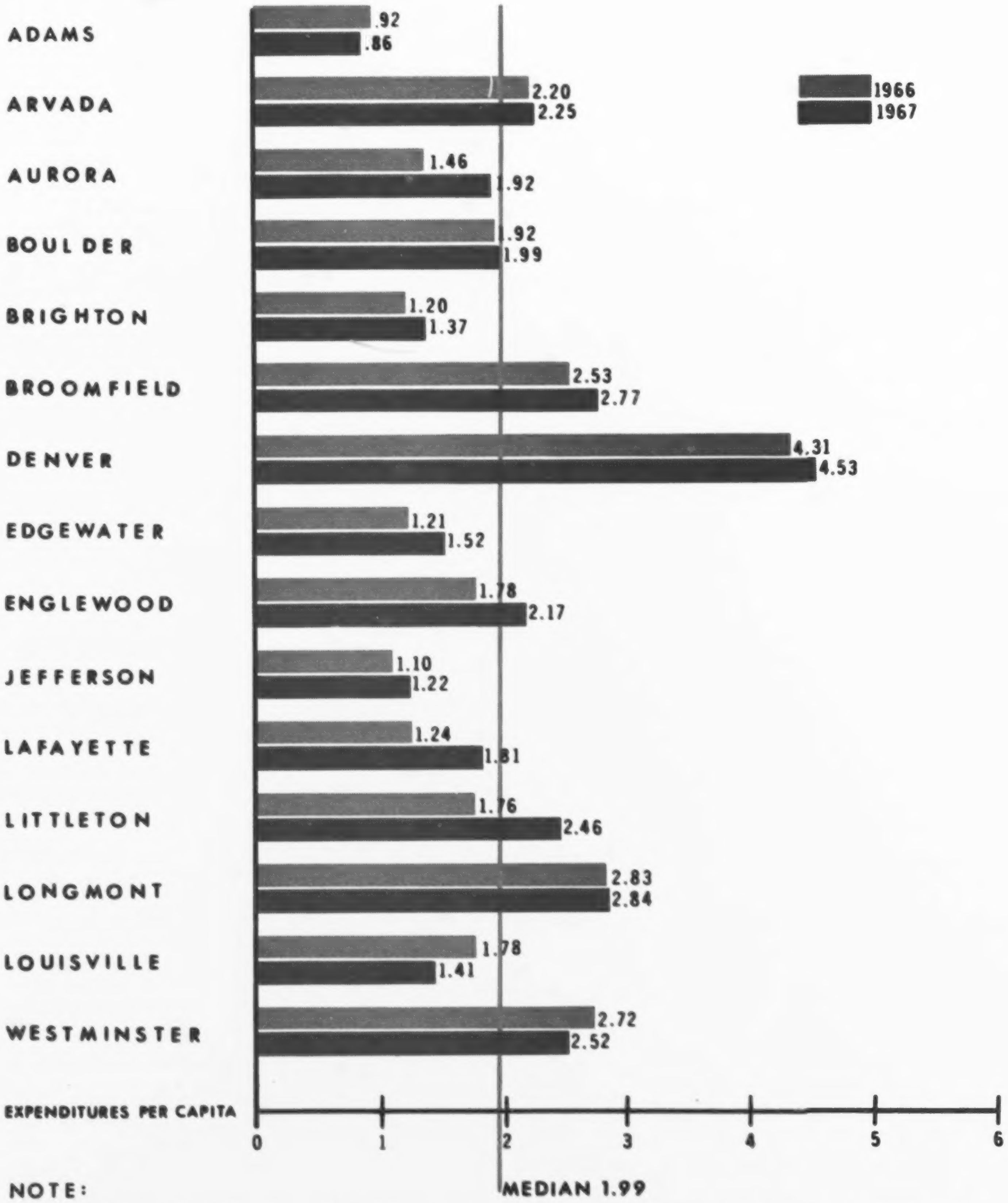
TOTAL INCOME FOR LOCAL LIBRARIES.

Several libraries contract with other agencies to provide special services or to serve people living outside of the jurisdictional limits. State support for public library development has provided grants to individual libraries. Some libraries retain the money collected from fines and service fees. Other revenue may include interest from endowments or investments. Table VII shows total income received by each library in 1967.

The 16 libraries received incomes totaling $3,693,872, of which $3,090,244 (83.7%) came from the local jurisdictions. Individual state grants amounted to $148,756, or 4.0% of the aggregate income. The three municiapl libraries in Arapahoe County--Aurora, Englewood, and Littleton--do receive a significant proportion of their operating revenue from service contracts with the Arapahoe Regional Library District.

CHART 2

LOCAL LIBRARY EXPENDITURES PER CAPITA, DENVER SMSA, 1966-1967



NOTE:

Data base on adjusted population served by local libraries, jurisdiction population used for Denver.

EXPENDITURES

Varying fiscal procedures and regulations regarding encumbrances cause expenditure totals to differ from income totals in most calendar years. Table VIII gives total expenditures from 1963 through 1967.

The trend is upward generally, but the rates of change are divergent. Percent of change for 1967 compared to 1963, ranges from a minus 42% in Adams County to a plus 365% in Arvada.

Chart 2 shows expenditures per capita. Except for Denver the chart is based on the adjusted populations served (see Table V). Again the Arapahoe Regional Library District is not shown due to the difficulty of translating the contracted services into per capita ratios.

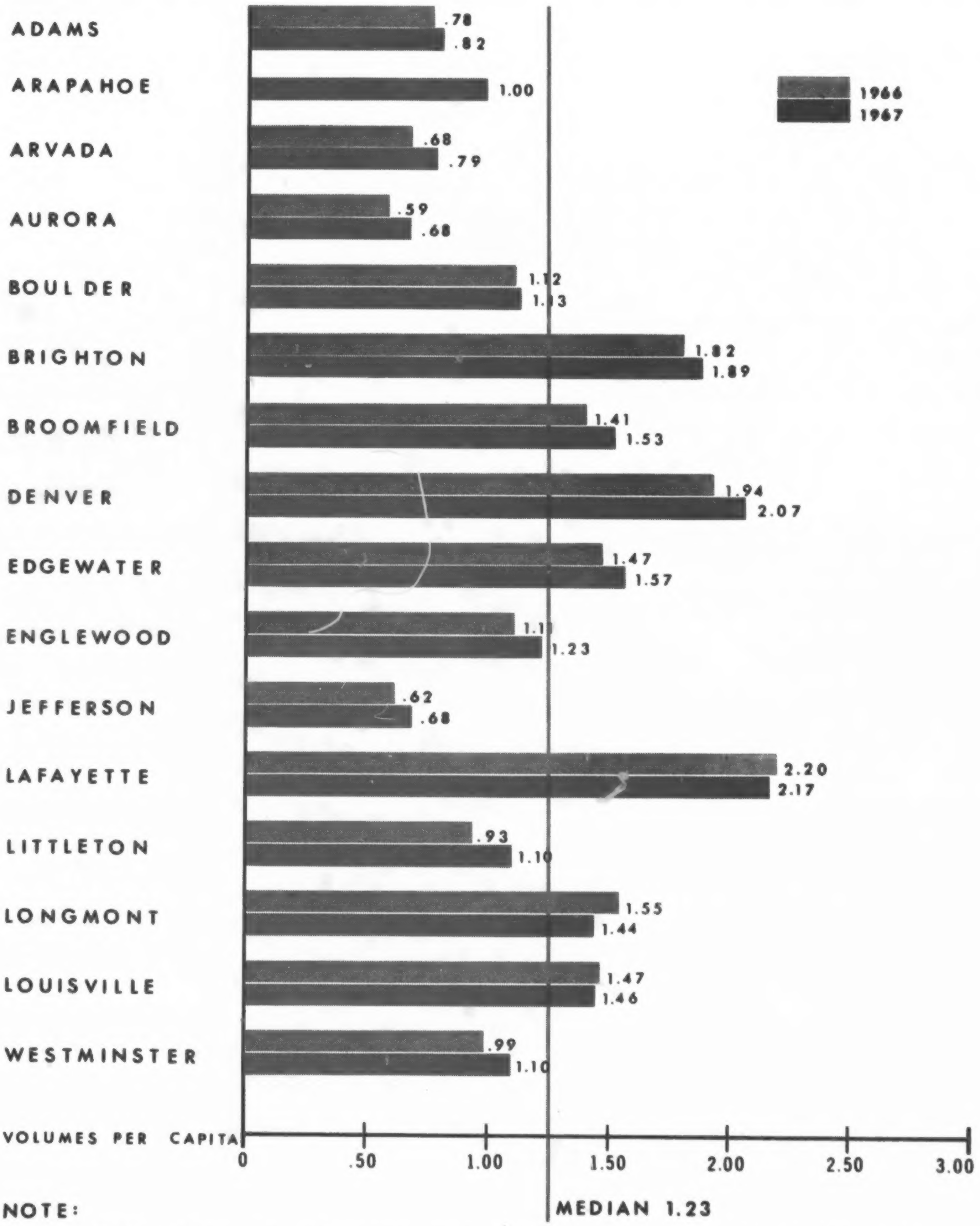
The average expenditure per capita for 1967 was $2.11, with the median expenditure at $1.99. The range was 86¢ to $4.53.

The manner in which expenditures are distributed between materials and salaries is shown in Table IX. National averages in recent years range from 65-75% of total expenditures for salaries. The portion expended for materials runs from 10-18% depending on the sources cited.

Most of the libraries in this region divide their expenditures in a manner similar to the national averages. A much higher percent for materials is spent in Arvada (33.5%). A fairly low expenditure percent for salaries is found in Arvada (47.8%). Aurora (48.4%), Broomfield (42.1%), Lafayette (41.7%), and Louisville (49.6%). The Arapahoe Regional Library District percent for salaries is only 6.6% of the total, but personal services are included in the contracts with the municipal libraries in Aurora, Englewood, and Littleton.

CHART 3

LOCAL LIBRARY BOOK COLLECTIONS, VOLUMES PER CAPITA, DENVER SMSA, 1966-1967



NOTE:

Data base on adjusted population served by local libraries, jurisdiction population used for Denver.

STAFF SIZE.

The number of people employed by each library is shown in Table X. Full-time equivalency was figured on the basis of a 40-hour week except for Jefferson County where the work week is 35 hours.

Staff size in relation to population served is a frequently-used statistical device. Full-time equivalents (FTE), per 1,000 people served group the libraries as follows:

A. Less than .25 FTE per 1,000 population:
Adams County, Arvada, Aurora, Brighton,
Englewood, Jefferson County, Lafayette, and Louisville.

B. FTE between .26 and .50 per 1,000 population:
Boulder, Broomfield, Edgewater, Littleton,
Longmont and Westminster.

C. Over .50 FTE per 1,000 population:
Arapahoe Regional and Denver

BOOK COLLECTIONS.

The basic commodity of the area's libraries is books. Table XI shows the collection development for a five-year period.

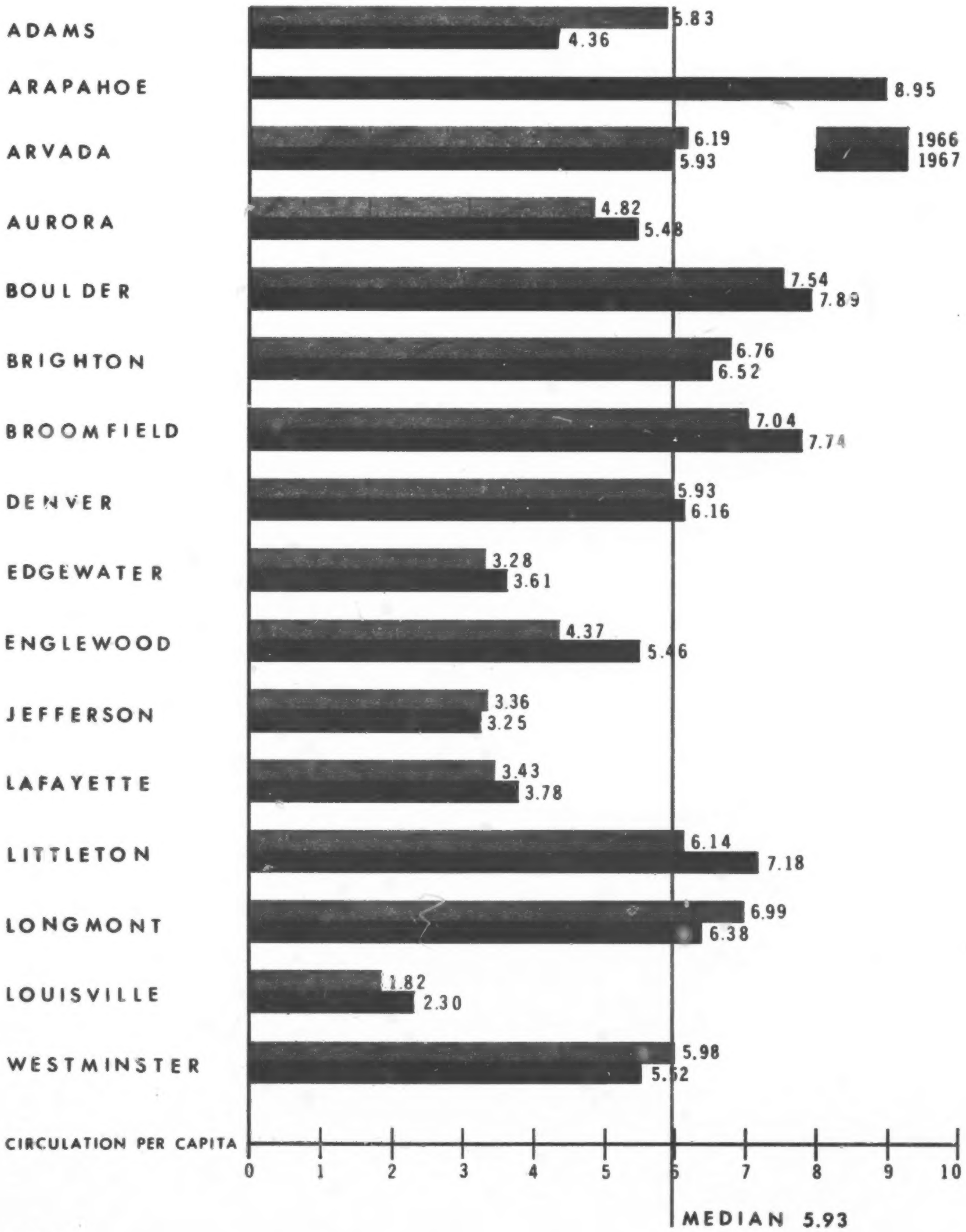
Collections starting from a small base must grow at a rapid rate. Constant revising, or "weeding", of materials should occur, especially with older collections of materials.

Libraries whose collections have grown in the last five years at a rate of less than 50% are Adams County (32%), Arvada (39%), Boulder (37%), Brighton (-8%), Denver (16%), Edgewater (24%), Englewood (44%), Lafayette (37%), Longmont (39%), and Louisville (37%).

Collections which increased more than 50% in the five years are Aurora (65%), Broomfield (64%), and Jefferson County (71%). Two collections more than doubled in size: Littleton with 113% and Westminster with 146%.

CHART 4

LOCAL LIBRARY CIRCULATION PER CAPITA, DENVER SMSA, 1966-1967



NOTE:

Data base on adjusted population served by local libraries, jurisdiction population used for Denver.

Chart 3 relates the size of the book collections to the adjusted populations served. The range of volumes per capita in 1967 is from .68 in Aurora and in Jefferson County to 2.17 v-p-c in Lafayette. The average for the 16 libraries is 1.29 volumes per capita. The median is 1.23 volumes per capita.

REGISTERED BORROWERS.

Some form of registration procedure is used in most of the libraries. A "registered borrower" is just that--a person who registered to use a library. There is no guarantee that a person who is registered did, in fact ever visit the library again. Registration periods vary from one to three years. An individual may be a "registered borrower" in several libraries simultaneously.

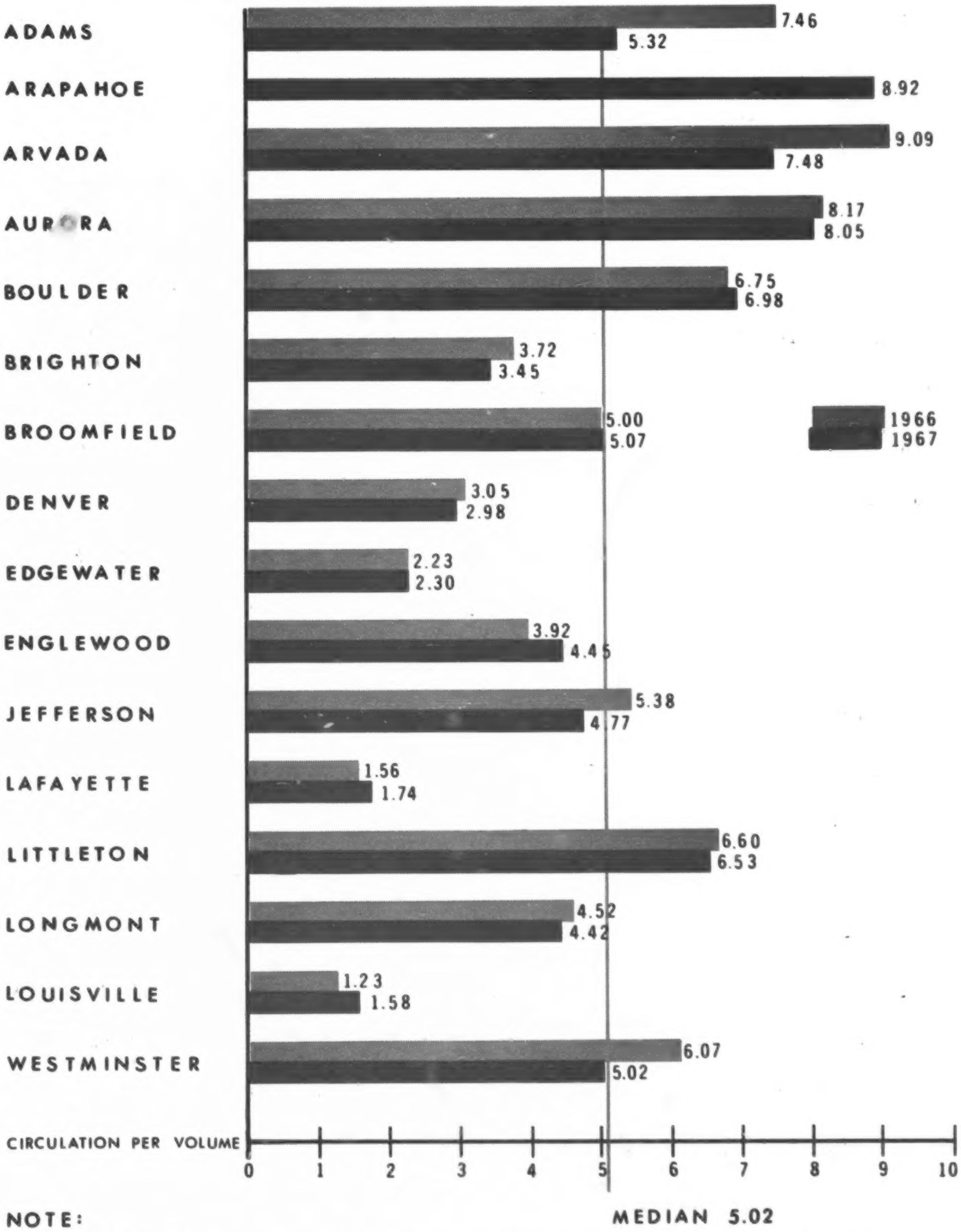
Registration statistics are the most unreliable and meaningless data collected. Caution is advised in making any interpretation based on these figures. They are reported in Table XII.

Ignoring the above warning, registration reported for 1967 compares to the adjusted population served as follows: Libraries with less than 50% of the population served registered as borrowers are Adams County (46%), Denver (42%), Edgewater (33%), Englewood (35%), Jefferson County (29%), Lafayette (22%), Louisville (22%), and Westminster (31%). More than 50% of the populations served are registered borrowers in the Arapahoe Regional Library District (67%), Arvada (57%), Aurora (60%), Brighton (54%), Broomfield (66%), Littleton (95%), and Longmont (59%).

Nonresident borrowers as a percent of the total registered exceed 10% in Arapahoe Regional (40%), Aurora (13%), Brighton (19%), Englewood (16%), and Longmont (22%).

CHART 5

LOCAL LIBRARY CIRCULATION AS A RATIO OF BOOK COLLECTIONS, DENVER SMSA, 1966-1967



NOTE:

Data base on adjusted population served by local libraries, jurisdiction population used for Denver.

ITEMS CIRCULATED.

Circulation count (see Table XIII) has been a favorite of libraries for years. Certainly a more reliable measure than is registration, circulation shows only the number of items that are known to have been borrowed. No assumption can be made that a book "circulated" was read; or it may have been read several times by many people.

Another problem of circulation count is comparability of reporting procedures. Practices vary among libraries for length of loan periods, renewal policies, separation of multi-part materials, etc.

Acceding to the popularity of circulation count, Chart 4 shows circulation in relation to the adjusted populations served. The range is from 2.30 circulations per capita in Louisville in 1967, to 8.95 for the Arapahoe Regional Library. The median for 1967 was 5.93 circulations per capita.

With the exception of the main Denver Public Library, most of the region's libraries are essentially circulating collections. Chart 5 indicates a rate of turn-over of the circulating materials. This circulation-per-volume measure may be used to express the popularity of a collection with the borrowing public, but it is not a measure of quality or appropriateness to a library's purpose.

The circulations per volume for 1967 range from 1.58 to 8.92, with the median at 5.02 circulations.

SUMMARY.

The public libraries in the region have grown during the mid-1960's. Although it is normal to assume that "more" means "better", a statistical summary does not reveal anything about the quality of service available.

New library facilities were built during the 1960's in Adams County, Arvada, Aurora, Boulder, Broomfield, Denver, Englewood, Jefferson County, Littleton, and Westminster.

Cumulative totals in 1963 compared to 1967 reveal the growth patterns:

Totals for all libraries:	1963	1967	% Change
Jurisdiction appropriation ($)	2,415,581	3,090,244	27.9
Expenditure totals ($)	2,432,366	3,499,051	43.9
Staff size (full-time equivalents)	371	427	15.1
Book collections (volumes)	1,287,019	1,625,403	26.3
Items circulated (units)	6,096,641	6,320,970	3.7

In 1967 the median per capita measure show the following:

$1.88	per capita appropriation from jurisdictions
$1.99	per capita expenditure
1.23	volumes per capita
5.93	circulation per capita
5.02	circulations per volume

Part II describes the past situation of public library development. Part III will relate these data to statistical standards.

TABLE IV

Population of Jurisdictions, 1963-1967

JURISDICTIONS	1963	1964	1965	1966	1967
Counties:[1]					
Adams	147,000	152,000	156,000	159,000	162,000
Arapahoe	134,000	138,000	138,000	140,000	142,000
Boulder	88,000	92,000	95,000	100,000	110,000
Denver	511,000	508,000	505,000	509,000	512,000
Jefferson	163,000	174,000	180,000	188,000	196,000
Municipalities:[2]					
Arvada	28,500	32,200	34,500	35,350	37,000
Aurora	58,500	63,000	66,000	67,000	68,000
Boulder	43,600	48,000	50,250	54,000	56,000
Brighton	7,600	7,800	8,000	8,100	8,200
Broomfield	6,000	6,400	6,600	6,600	6,600
Edgewater	5,000	5,100	5,300	5,400	5,400
Englewood	34,500	35,500	36,000	36,700	37,400
Lafayette	2,752	2,800	2,850	2,900	3,000
Littleton	17,000	18,000	19,000	19,500	21,000
Longmont	13,000	13,500	14,000	16,000	17,500
Louisville	2,073	2,073	2,073	2,075	2,250
Westminster	15,800	16,000	17,500	18,000	18,700
SMSA TOTALS[1]	1,043,000	1,064,000	1,074,000	1,096,000	1,122,000

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[1] *ICRPC estimates as of January 1 for each calendar year.*

[2] *State Budget Office, Division of Accounts and Control, estimates as of January 1 for each calendar year.*

TABLE V

Populations of Jurisdictions with Adjustments for Populations Served - 1966 and 1967

LIBRARIES	1966		1967	
	Jurisdiction	Served	Jurisdiction	Served
Adams County	159,000	109,060	162,000	110,477
Arapahoe Regional[1]	NA[a]	2,375	NA[a]	3,596
Arvada	35,350	35,350	37,000	37,000
Aurora	67,000	73,325	68,000	74,133
Boulder	54,000	66,197	56,000	72,173
Brighton	8,100	8,100	8,200	8,200
Broomfield	6,600	8,091	6,600	8,505
Denver	509,000	NA[b]	512,000	NA[b]
Edgewater	5,400	5,400	5,400	5,400
Englewood	36,700	46,745	37,400	47,141
Jefferson Co	188,000	148,310	196,000	154,660
Lafayette	2,900	3,556	3,000	3,865
Littleton	19,500	40,335	21,000	40,693
Longmont	16,000	19,613	17,500	22,553
Louisville	2,075	2,543	2,250	2,901
Westminster	18,000	18,000	18,700	18,700

[1] *1967 was first full year of operation*

[a] *No official population estimates.*

[b] *No satisfactory basis for adjustment for population served was found.*

TABLE VI

Local Library Support from Jurisdictions - 1963-1968

LIBRARIES	1963	1964	1965	1966	1967	1968
Adams Co	$ 155,248	$ 75,000	$ 91,500	$ 91,500	$ 95,100	$ 266,328
Arapahoe Regional[1]	NA	NA	NA	NA	168,939	172,860
Arvada	21,000	30,759	44,570	71,481	82,310	98,010
Aurora	108,376	112,466	119,636	93,265	111,644	139,696
Boulder	96,288	97,118	121,816	89,000	107,157	178,742[a]
Brighton	6,326	7,267	9,122	9,200	9,710	12,900
Broomfield	5,141	9,460	10,650	13,634	15,280	16,875
Denver	1,678,203	1,803,879	1,840,002	1,969,873	2,106,979	2,320,100
Edgewater	5,984	6,531	6,690	6,985	7,630	7,430
Englewood	82,553	81,908	75,790	76,159	70,382	102,160
Jefferson Co	125,340	132,000	156,912	156,912	168,936	410,215
Lafayette	3,385	4,479	5,280	2,500	3,240	4,420
Littleton	76,573	91,434	86,176	56,876	43,380	111,929
Longmont	23,161	31,707	37,776	47,584	51,591	61,062
Louisville	2,650	1,780	1,780	2,168	2,184	2,522
Westminster	25,353	33,226	47,164	47,899	45,762	48,225

[1] *1967 was first full year of operation*

[a] *Does not include the amount (approximately $12,500) for wage adjustments.*

TABLE VII

Income from Jurisdiction Appropriations, Service Contracts, State Grants, and Other Revenue, 1967

LIBRARIES	Jurisdiction Approp.	Service Contracts	State Grants	Other Revenue	Total Income
	$	$	$	$	$
Adams Co	95,100	-0-	8,065	-0-	103,165
Arapahoe Regional	168,939	5,500	1,750	2,092	178,281
Arvada	82,310	-0-	4,007	-0-	86,317
Aurora	111,644	19,410	7,797	567	139,418
Boulder	107,157	28,000	5,017	21,880	162,054
Brighton	9,710	-0-	1,230	307	11,247
Broomfield	15,280	3,758	2,735	1,940	23,713
Denver	2,106,979	10,505	89,998	249,381	2,456,863
Edgewater	7,630	-0-	816	-0-	8,446
Englewood	70,382	30,516	2,944	-0-	103,842
Jefferson Co	168,936	-0-	15,120	6,000	190,056
Lafayette	3,240	1,993	761	150	6,144
Littleton	43,380	63,000	3,700	-0-	110,080
Longmont	51,591	8,473	2,837	-0-	62,901
Louisville	2,184	1,545	625	64	4,418
Westminster	45,762	-0-	1,354	-0-	47,116

TABLE VIII

Expenditures Totals, 1963-1967

LIBRARIES	1963	1964	1965	1966	1967
	$	$	$	$	$
Adams Co	162,896	95,568	100,149	100,194	95,065
Arapahoe Regional[1]	NA	NA	NA	NA	155,787
Arvada	17,857	29,726	42,303	77,924	83,110
Aurora	67,613	188,223	129,578	106,971	142,599
Boulder	105,000	169,824	113,679	126,974	143,530
Brighton	7,708	7,074	9,662	9,760	11,246
Broomfield	11,099	14,771	16,374	20,446	23,523
Denver	1,776,169	1,929,915	2,073,196	2,195,291	2,321,880
Edgewater	6,193	2,331	6,626	6,559	8,191
Englewood	83,885	84,820	101,272	83,159	102,466
Jefferson Co	133,188	146,111	178,654	163,643	189,223
Lafayette	3,886	6,193	5,980	4,403	6,989
Littleton	NA	97,135	461,939	70,827	100,080
Longmont	29,354	39,272	45,341	55,527	64,161
Louisville	2,324	2,069	2,558	4,517	4,085
Westminster	25,194	29,149	41,396	48,924	47,116

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[1] *1967 was first full year of operation.*

TABLE IX

Expenditures for Materials and for Salaries - 1965-1967

	Materials			Salaries		
LIBRARIES	1965	1966	1967	1965	1966	1967
Adams Co	$ 19,296	$ 19,396	$ 18,531	$ 62,132	$ 61,895	$ 59,835
Arapahoe Regional[1]	NA	NA	20,651	NA	NA	10,358
Arvada	9,811	26,354	27,870	26,788	30,884	39,718
Aurora	69,849	21,022	32,980	53,537	58,565	69,009
Boulder	31,192	32,557	40,634	71,110	76,310	88,308
Brighton	3,010	2,700	2,601	5,257	5,580	5,983
Broomfield	4,813	5,183	5,351	5,279	7,303	9,892
Denver	284,845	258,499	392,556	1,561,677	1,449,593	1,688,898
Edgewater	985	1,096	1,816	4,679	4,779	4,996
Englewood	12,231	19,731	23,800	52,793	43,467	57,186
Jefferson Co	50,727	31,896	40,722	92,843	91,316	105,701
Lafayette	925	1,196	1,725	1,715	1,904	2,914
Littleton	24,734	11,679	16,800	44,727	41,344	58,575
Longmont	10,815	11,325	11,349	29,064	31,078	42,674
Louisville	1,147	734	979	1,009	1,436	2,027
Westminster	14,779	9,601	9,560	21,986	26,408	32,812

[1] *1967 was first full year of operation*

TABLE X

Staff Size in Full-Time Equivalents
Excluding Janitorial and Maintenance - 1963-1967

LIBRARIES	1963	1964	1965	1966	1967
Adams Co	16.0	16.0	15.0	12.0	21.8
Arapahoe Regional[1]	NA	NA	NA	NA	2.5
Arvada	4.0	4.5	7.0	7.5	9.2
Aurora	9.4	11.8	11.6	13.7	12.8
Boulder	15.2	22.1	19.9	NA	20.0
Brighton	1.3	1.3	2.6	1.4	1.0
Broomfield	1.5	1.6	1.9	2.5	2.5
Denver	272.4	277.2	275.9	285.1	285.4
Edgewater	1.4	1.3	1.0	1.4	1.6
Englewood	9.5	10.0	9.6	10.8	11.5
Jefferson Co	19.4	22.9	22.1	26.2	27.5
Lafayette	0.3	0.4	0.5	0.5	0.5
Littleton	9.9	10.2	10.0	9.1	14.0
Longmont	6.5	6.6	7.6	9.6	9.7
Louisville	0.2	0.2	0.5	0.5	0.5
Westminster	4.0	4.5	5.1	6.0	6.5

[1] *1967 was first full year of operation*

TABLE XI

Book Collection Totals, in Volumes, 1963-1967

LIBRARIES	1963	1964	1965	1966	1967
Adams Co	68,418	71,918	77,154	85,225	90,475
Arapahoe Regional[1]	NA	NA	NA	NA	3,600
Arvada	21,074	14,782	18,300	24,079	29,313
Aurora	30,666	35,472	40,212	43,301	50,442
Boulder	59,553	66,479	69,900	73,982	81,561
Brighton	16,752	16,171	14,506	14,708	15,472
Broomfield	4,699	6,400	9,210	11,391	13,000
Denver	915,201	955,472	965,754	988,849	1,059,311
Edgewater	6,845	7,185	7,714	7,948	8,482
Englewood	40,160	44,581	48,376	52,022	57,785
Jefferson Co	61,554	73,493	85,792	92,615	105,389
Lafayette	6,120	7,425	7,683	7,835	8,383
Littleton	21,073	28,729	34,291	37,483	44,803
Longmont	23,435	24,352	27,997	30,374	32,575
Louisville	3,126	3,390	3,209	3,748	4,279
Westminster	8,343	10,566	14,621	17,743	20,533

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[1] *1967 was first full year of operation*

TABLE XII

Registered Borrowers, Total and Nonresident - 1965-1967

LIBRARIES	Total Registered			Nonresident		
	1965	1966	1967	1965	1966	1967
Adams Co	30,361	80,343	50,693	824	-0-	-0-
Arapahoe Regional	NA	NA	654[1]	NA	NA	261[1]
Arvada	16,739	18,013	20,891	431	1,053	1,421
Aurora	36,682	43,056	44,480	4,550	5,195	5,757
Boulder	28,303	NA	NA	5,842	NA	NA
Brighton	3,042	4,100	4,445	25	685	835
Broomfield	6,134	6,372	5,582	50	NA	NA
Denver	201,793	214,765	216,752	1,208	1,238	1,189
Edgewater	NA	1,818	1,787	NA	NA	NA
Englewood	13,802	14,991	16,421	38	1,773	2,550[2]
Jefferson Co	40,192	39,947	45,000[3]	6	8	13
Lafayette	691	712	861	-0-	NA	NA
Littleton	27,289	16,942	38,680	200	10,000	49[4]
Longmont	10,397	11,875	13,248	-0-	NA	2,927
Louisville	295	492	631	20	NA	47
Westminster	5,447	5,403	5,802	716	31[2]	31[2]

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[1] *1967 was first full year of operation*

[2] *Family cards*

[3] *Estimated*

[4] *Contracted to serve non-residents in 1967.*

TABLE XIII

Items Circulated, 1963-1967

LIBRARIES	1963	1964	1965	1966	1967
Adams Co	912,371	958,623	828,069	635,511	481,916
Arapahoe Regional[1]	NA	NA	NA	NA	32,195
Arvada	100,938	109,231	145,710	218,868	219,352
Aurora	296,622	320,475	365,224	353,600	406,266
Boulder	414,638	455,766	486,037	499,158	569,352
Brighton	54,417	52,625	55,322	54,756	53,432
Broomfield	32,631	41,707	47,709	56,969	65,849
Denver	3,170,028	3,192,990	3,163,931	3,016,974	3,152,513
Edgewater	18,900	20,365	21,899	17,737	19,506
Englewood	245,590	250,957	244,393	204,138	257,255
Jefferson Co	479,046	530,167	542,864	498,466	502,467
Lafayette	9,921	10,495	11,668	12,198	14,625
Littleton	172,518	221,429	222,408	247,553	292,452
Longmont	97,968	112,540	123,068	137,145	143,952
Louisville	3,713	5,160	5,607	4,624	6,679
Westminster	87,340	92,284	104,137	107,688	103,159

[1] *1967 was first full year of operation*

PART III

LOCAL LIBRARY SYSTEMS MEASURED BY STANDARDS

PART III

LOCAL LIBRARY SYSTEMS MEASURED BY STANDARDS

INTRODUCTION TO INTERIM AND MINIMUM STANDARDS.

On November 9, 1967, the Regional Librarians Committee voted to adopt two statements of library standards. The Interim Standards for Small Public Libraries published by the Public Library Association of the American Library Association in 1962 is to be used to evaluate the local libraries. The library system is to be compared to the Minimum Standards for Public Library Systems, 1966 also published by the American Library Association.

Technical standards specify exactly what must be the features of a product in terms of size, fit, quality of materials, allowable variances, etc., before the product is acceptable for use. Every government contractor is aware of the precise measurements required to meet federal standards and specifications.

Standards for library service are, of necessity, less precise measures of acceptability. Library standards describe the kinds and quantity of services that library users should expect. There is a traditional timidity about library standards. No inspector will close down a library because it has fewer than two books per capita. No condemnation proceedings will be instituted against a dimly-lit, dreary library building.

Library standards are directed at "minimum adequacy". No standards describing excellent library service have been written. There may be problems of semantics. Even standards labelled "minimum" are considered by some to be goals and not standards. Usually the librarians whose agencies are farthest from achieving standards call them goals.

The ALA Interim Standards for Small Public Libraries are intended for libraries serving populations under 50,000. Five of the 16 metropolitan area public libraries exceed this population served figure. The unique character of the services required from the main Denver Public Library makes it impossible to stretch standards for "small" libraries to fit the Denver situation. The Denver system will be evaluated in relation to the 1966 Minimum Standards. Straight-line extensions of the statistical Interim Standards were used to apply to the other four libraries serving populations greater than 50,000.

The compromise arrangement of using the Interim Standards to measure local libraries and the Minimum Standards to apply to the region as a whole does provide some advantages. It allows two views to be available concurrently. The local library can see what areas need to be improved and, at the same time, a regional growth need is shown. Hopefully, the two-level approach will result in a planned pattern of growth.

INTERIM STANDARDS QUANTITATIVE SUMMARY

Statistical measurements do not indicate quality. Conceivably, a library could exceed all the requirements for numbers of volumes, size of the building, feet of shelving, etc., and still be sub-standard in terms of the quality of the services offered. Unfortunately no reliable technique for determining the quality of a library service is available. Here subjective judgments based on training and experience are necessary for evaluation. The superior library is one with statistical adequacy and quality services that adds a third element--leadership in its community.

The standard used to determine size of library staff was one full-time equivalent staff member for each 2,500 people in the area served. All other standards were determined by population categories as outlined below.

I. BOOK COLLECTIONS:

Population Served	Standard Used
Under 2,499	10,000 volumes minimum
2,500 - 4,999	10,000 volumes plus 3 books per capita for population over 3,500
5,000 - 9,999	15,000 volumes plus 2 books per capita for population over 5,000
10,000 - and over	2 volumes per capita

II. FLOOR SPACE:

Population Served	Standard Used
Under 2,499	2,000 sq. ft.
2,500 - 4,999	2,500 sq. ft. or 0.7 sq. ft. per capita, whichever is greater
5,000 - 9,999	3,500 sq. ft. or 0.7 sq. ft. per capita, whichever is greater
10,000 - 24,999	7,000 sq. ft. or 0.7 sq. ft. per capita, whichever is greater
25,000 - and over	15,000 sq. ft. or 0.6 sq. ft. per capita, whichever is greater

III. NUMBER OF SEATS:

Population Served	Standard Used
Under 2,499	Minimum of 13 seats
2,500 - 4,999	Minimum of 16 seats, plus 5 seats per 1,000 over 3,500 population
5,000 - 9,999	Minimum of 23 seats, plus 4 seats per 1,000 over 5,000 population
10,000 - 24,999	Minimum of 40 seats, plus 4 seats per 1,000 over 10,000 population
25,000 - and over	Minimum of 75 seats, plus 3 seats per 1,000 over 25,000 population

IV. SHELVING (based on size of book collection):

Population Served	Standard Used
Under 2,499	1,300 linear feet
2,500 - 4,999	1,300 linear feet, plus 1 ft. for every 8 books over 10,000
5,000 - 9,999	1,875 linear feet, plus 1 ft. for every 8 books over 15,000
10,000 - 24,999	2,500 linear feet, plus 1 ft. for every 8 books over 20,000
25,000 - and over	6,300 linear feet, plus 1 ft. for every 8 books over 50,000

LOCAL LIBRARIES AND THE *INTERIM STANDARDS*

Limitations of time, available techniques, and money dictate the nature of an evaluation. In this study the evaluation is quantitative rather than being a measurement of effectiveness. The procedure is to project the statistical standard for the population served by each library and then show as a "percent attained" the actual resources available.

The Denver Public Library is not included in this section on the *Interim Standards*.

Staff Size

"Many variables govern the size of the staff, such as population, area served, and the service program of the library. One staff member (full-time or equivalent) should be the minimum provision for each 2,500 in the service area."[1]

Only two libraries, Arapahoe Regional and Longmont, meet the standard for staff size (see Table XIV). Seven libraries--Arvada, Boulder

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[1] *Interim Standards for Small Public Libraries*, American Library Association, 1962, p. 9.

Broomfield, Edgewater, Englewood, Littleton, and Westminster--are in the 60-90% attainment range.

Six libraries--Adams County, Aurora, Brighton, Jefferson County, Lafayette, and Louisville--have less than one-half the number of staff members recommended for their populations served.

The median percent attained among the 15 libraries for staff size is 62.2%.

Book Collections

"Regardless of the size of the community, its library should provide access to enough books to cover the interests of the whole population.

"1. Libraries serving populations from 5,000 to 50,000 require a minimum of 2 books per capita.

"2. Communities up to 5,000 persons need access to a minimum of 10,000 volumes, or 3 books per capita, whichever is greater."[1]

No library in the area has a book collection meeting the standards (see Table XV). The range of attainment is from 34% to 75.6% with the median at 54.9%.

Libraries with 50% or more of the recommended book collection are Boulder, Brighton, Broomfield, Edgewater, Englewood, Lafayette, Littleton, Longmont, and Westminster.

Book collections that are less than 50% of the recommended size are those in Adams County, Arapahoe Regional, Arvada, Aurora, Jefferson County, and Louisville.

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[1] *Ibid*, p. 7-8.

Floor Space

"Guidelines for Determining Minimum Space Requirements"[1] is a tabular presentation in the Interim Standards which summarizes the considerations necessary in planning a library building.

Table XVI gives the projected total floor space for each library and is based, in part, on the recommended size of the book collections.

The Arapahoe Regional Library service is by bookmobile so standards for library facilities do not apply to that Library.

The median percent of attainment for floor space is 31.7%. Nine libraries have less than 1/3 of the recommended floor space. The remainder of the libraries range from 45.1% to 95.1% of the standard.

Seating Capacity

Table XVII compares the actual number of seats to the recommended standards. The median percent attained is 71.1% in a range from 19.3% to 108.2%. Since the "scores" are higher for seating capacity than for total floor space, one might assume that there is some crowding together of chairs.

Shelving

"The minimum number of linear feet of shelving is calculated to provide space for the entire minimum book collection. While it is recognized that part of the collection is constantly in circulation, growth is often so rapid and circulation varies so widely from month to month that experience indicates the wisdom of ample provision in the beginning. The community's growth is not included in these computations, but should be a factor in planning each specific building."[1]

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[1] *Ibid*, p. 15.

Linear feet of shelving is reported in Table XVIII. The range of percent of attainment is from 19.1% to 89.8% and the median is 38.4%. Twelve libraries have less than one-half the recommended shelving. Brighton has 82.2%, Englewood 74.7%, and Lafayette 89.8%.

SUMMARY.

Table XIX summarizes for each library the percent of standards attained by 1967 for staff, book stock, floor space, number of seats, and shelving.

There are three instances out of a possible seventy-five in which the statistical standard was reached: Arapahoe Regional and Longmont for staff size and Littleton for number of seats.

The three major categories: staff, book stock, and floor space, are used to show an array of most critical needs.

I. STAFF SIZE:

Libraries	% of Standard Attained
1. Brighton	30.3 %
2. Lafayette	31.3
3. Louisville	41.7
4. Aurora	43.1
5. Jefferson County	44.4
6. Adams County	49.3
7. Englewood	60.9
8. Arvada	62.2
9. Boulder	69.2
10. Edgewater	72.7
11. Broomfield	73.5
12. Littleton	85.9
13. Westminster	86.7

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[1] *Ibid*, p. 14.

I. STAFF SIZE (cont'd):

14.	Longmont	107.8
15.	Arapahoe Regional	166.7

II. BOOK STOCK:

	Libraries	% of Standard Attained
1.	Aurora	34.0 %
2.	Jefferson County	34.1
3.	Arapahoe Regional	35.0
4.	Arvada	39.6
5.	Adams County	41.0
6.	Louisville	42.8
7.	Edgewater	53.7
8.	Westminster	54.9
9.	Littleton	55.1
10.	Boulder	56.5
11.	Broomfield	59.1
12.	Englewood	61.3
13.	Longmont	72.2
14.	Brighton	72.3
15.	Lafayette	75.6

III. FLOOR SPACE:

	Libraries	% of Standard Attained
1.	Arapahoe Regional	0.0
2.	Jefferson County	7.9
3.	Adams County	12.5
4.	Edgewater	19.3
5.	Aurora	22.5
6.	Westminster	24.6
7.	Brighton	29.0
8.	Longmont	31.7
9.	Louisville	36.7
10.	Arvada	45.1
11.	Englewood	49.5
12.	Boulder	53.1
13.	Lafayette	57.8
14.	Littleton	65.5
15.	Broomfield	95.1

Table XX summarizes the range of attainment of the Interim Standards. An average percent of attainment of the five statistical standards was made to describe each library's "achievement index". These indices provide a simple, mathematical descriptor of the achievement towards meeting the standards.

No library in the area meets the statistical Interim Standards recommendations. Grouped according to their "achievement index", the categories of achievement are:

I. Achievement Index Under 33%:

Adams County and Jefferson County

II. Achievement Index 33-66%:

Arapahoe Regional, Arvada, Aurora, Boulder, Brighton, Edgewater, Englewood, Louisville, and Westminster

III. Achievement Index Over 66%:

Broomfield, Lafayette, Littleton, and Longmont

TABLE XIV

Staff Size (full-time equivalents) in 1967 Compared to Recommended Standards for Populations Served[1]

LIBRARIES	Recommended Standard	Actual 1967	Numerical Difference	% Attained
Adams Co	44.2	21.8	-22.4	49.3
Arapahoe Regional	1.5	2.5	+ 1.0	166.7
Arvada	14.8	9.2	- 5.6	62.2
Aurora	29.7	12.8	-16.9	43.1
Boulder	28.9	20.0	- 8.9	69.2
Brighton	3.3	1.0	- 2.3	30.3
Broomfield	3.4	2.5	- 0.9	73.5
Edgewater	2.2	1.6	- 0.6	72.7
Englewood	18.9	11.5	- 7.4	60.9
Jefferson Co	61.9	27.5	-34.4	44.4
Lafayette	1.6	0.5	- 1.1	31.3
Littleton	16.3	14.0	- 2.3	85.9
Longmont	9.0	9.7	+ 0.7	107.8
Louisville	1.2	0.5	- 0.7	41.7
Westminster	7.5	6.5	- 1.0	86.7

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[1] *See Table V for population adjustments.*

TABLE XV

Book Collections (Volumes) in 1967 Compared to Recommended Standards for Populations Served[1]

LIBRARIES	Recommended Standard (Volumes)	Actual 1967 (Volumes)	Numerical Differences (Volumes)	% Attained
Adams Co	220,954	90,475	130,479	41.0 %
Arapahoe Regional	10,288	3,600	6,688	35.0
Arvada	74,000	29,313	44,687	39.6
Aurora	148,266	50,442	97,824	34.0
Boulder	144,346	81,561	62,785	56.5
Brighton	21,400	15,472	5,928	72.3
Broomfield	22,010	13,000	9,010	59.1
Edgewater	15,800	8,482	7,318	53.7
Englewood	94,282	57,785	36,497	61.3
Jefferson Co	309,320	105,389	203,931	34.1
Lafayette	11,095	8,383	2,712	75.6
Littleton	81,386	44,803	36,583	55.1
Longmont	45,106	32,575	12,531	72.2
Louisville	10,000	4,279	6.021	42.8
Westminster	37,400	20,533	16,867	54.9

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[1] *See Table V for Population adjustments.*

TABLE XVI

Floor Space (Square Feet) in 1967
Compared to Recommended Standards for Populations Served[1]

LIBRARIES	Recommended Standard (Sq. Ft.)	Actual 1967 (Sq. Ft.)	Numerical Difference (Sq. Ft.)	% Attained (Sq. Ft.)
Adams Co	66,286	8,260	- 58,026	12.5 %
Arapahoe Regional	2,517	-0-	- 2,517	0.0
Arvada	22,200	10,000	- 12,000	45.1
Aurora	44,480	10,000	- 34,480	22.5
Boulder	43,304	23,000	- 20,304	53.1
Brighton	5,740	1,665	- 4,075	29.0
Broomfield	5,954	5,664	- 290	95.1
Edgewater	3,780	728	- 3,052	19.3
Englewood	28,285	14,000	- 14,285	49.5
Jefferson Co	92,796	7,350	- 85,446	7.9
Lafayette	2,706	1,565	- 1,141	57.8
Littleton	24,416	16,000	- 8,416	65.5
Longmont	15,787	5,000	- 10,787	31.7
Louisville	2,500	917	- 1,583	36.7
Westminster	13,090	3,224	- 9,866	24.6

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[1] *See Table V for population adjustments.*

TABLE XVII

Number of Seats (not including Auditorium seating) in 1967 Compared to Recommended Standards for Populations Served[1]

LIBRARIES	Recommended Standard	Actual 1967	Numerical Difference	% Attained
Adams Co	331	64	- 267	19.3 %
Arapahoe Regional	16	-0-	- 16	0.0
Arvada	111	75	- 36	67.6
Aurora	222	90	- 132	40.5
Boulder	217	100	- 117	46.1
Brighton	36	35	- 1	97.2
Broomfield	37	28	- 9	75.7
Edgewater	25	23	- 2	92.0
Englewood	141	115	- 26	81.6
Jefferson Co	464	141	- 323	30.4
Lafayette	18	16	- 2	88.9
Littleton	122	132	+ 10	108.2
Longmont	90	64	- 26	71.1
Louisville	16	15	- 1	93.8
Westminster	75	30	- 45	40.0

[1] *See Table V for population adjustments.*

TABLE XVIII

Shelving (linear feet) in 1967
Compared to Recommended Standards for Populations Served[1]

LIBRARIES	Recommended Standard	Actual 1967	Numerical Difference	% Attained
Adams Co	27,669 ft	6,061 ft	- 21,608 ft	21.9 %
Arapahoe Regional	1,336	-0-	- 1,336	0.0
Arvada	9,300	3,200	- 6,100	34.4
Aurora	18,583	5,913	- 12,670	31.8
Boulder	18,093	8,000	- 10,093	44.2
Brighton	2,675	2,200	- 475	82.2
Broomfield	2,751	1,225	- 1,526	44.5
Edgewater	1,975	637	- 1,338	32.3
Englewood	11,835	8,840	- 2,995	74.7
Jefferson Co	38,715	7,386	- 31,329	19.1
Lafayette	1,437	1,291	- 146	89.8
Littleton	10,223	3,930	- 6,293	38.4
Longmont	5,638	2,750	- 2,888	48.8
Louisville	1,300	565	- 735	43.5
Westminster	4,675	1,296	- 3,379	27.7

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[1] *See Table V for population adjustments.*

TABLE XIX

Percent of Attainment in 1967 of Library Resources Compared to Recommended Standards

	Percent of Standards Attained				
LIBRARIES	Staff	Book Stock	Floor Space	# Seats	Shelving
Adams Co	49.3%	41.0%	12.5%	19.3%	21.9%
Arapahoe Regional	166.7	35.0	00.0	00.0	00.0
Arvada	62.2	39.6	45.1	67.6	34.4
Aurora	43.1	34.0	22.5	40.5	31.8
Boulder	69.2	56.5	53.1	46.1	44.2
Brighton	30.3	72.3	29.0	97.2	82.2
Broomfield	73.5	59.1	95.1	75.7	44.5
Edgewater	72.7	53.7	19.3	92.0	32.3
Englewood	60.9	61.3	49.5	81.6	74.7
Jefferson Co	44.4	34.1	7.9	30.4	19.1
Lafayette	31.3	75.6	57.8	88.9	89.8
Littleton	85.9	55.1	65.5	108.2	38.4
Longmont	107.8	72.2	31.7	71.1	48.8
Louisville	41.7	42.8	36.7	93.8	43.5
Westminster	86.7	54.9	24.6	40.0	27.7

TABLE XX

Achievement Index: Average Percent of Attainment for Five Factors[1] Compared to Interim Standards, Ranked Order

Rank	Library	Index
1	Littleton	70.6
2	Broomfield	69.6
3	Lafayette	68.7
4	Longmont	66.3
5	Englewood	65.6
6	Brighton	62.2
7	Edgewater	54.0
8	Boulder	53.8
9	Louisville	51.7
10	Arvada	49.8
11	Westminster	46.8
12	Arapahoe Regional	40.3
13	Aurora	34.4
14	Adams County	28.8
15	Jefferson County	27.2
	Average Index	52.7
	Median Index	53.8

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[1] *Factors are number of staff, book stock, floor space, number of seats, linear feet of shelving.*

PART IV

AREA RESOURCES AND THE MINIMUM STANDARDS

PART IV

AREA RESOURCES AND THE MINIMUM STANDARDS

The library report which was published by the Inter-County Regional Planning Commission in 1967 had this comment about the Minimum Standards: "As directed by the Regional Librarians Committee, this study is to consider the ... Denver metropolitan area as a system as defined by the American Library Association (ALA) and then apply the ALA standards as a measure of achievement. The reasoning behind this directive, although not explicitly stated, is that the committee wishes to know if all the library resources in Denver were combined into a system, what the system would be like in terms of materials and services; and how it would measure in comparison to the ALA standards. However, the ALA standards were written in a manner that circumvented this approach. The 'standard' defies comparison to a hypothetical agglomeration of books and services available in a region. It is the manner in which they are agglomerated--the system--for which the ALA provides standards."[1]

This observation holds true today. The Minimum Standards for Public Library Systems, 1966, are concentrated on structure and on principles of organization and administration. The sixty-six enumerated principles are excerpted from the Minimum Standards and appear in the appendix of this document.

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[1] *Public Libraries in the Metropolitan Region*, ICRPC, September 1967, p. 7.

A library system is being organized in the metropolitan region. The structure is that of a cooperative system. The existence of the new system places some validity on the use of the Minimum Standards for evaluation.

MINIMUM STANDARDS QUANTITATIVE SUMMARY

"Only such standards have been included as have a direct and positive relationship to quality of library facilities and services. Measures that are quantitative but not, in fact, qualitative have been excluded. Thus, the usual percentage figures for registration of readers have been omitted on the grounds that mere issuance of borrowing privileges does not bear a reliable relationship to service rendered. Nor have per capita circulation figures, commonly included in earlier standards, been given since they provide no evidence of the quality of the books borrowed, nor whether the books circulated actually met the needs of the borrowers."[1]

That gives fair warning to the searcher for statistical standards. A few statistics do appear. The Minimum Standards suggest that the headquarters library of a system should have: (1) a basic collection of at least 100,000 adult nonfiction titles, (2) annual additions of approximately 50 percent of the new adult nonfiction trade titles published in English in the United States, (3) all current periodicals indexed in Readers' Guide to Periodical Literature.

Statistical standards are given for the total resources of a library system:

1. Book collections should total at least 2 volumes per capita in areas serving 1,000,000 population.

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[1] *Minimum Standards for Public Library Systems, 1966, American Library Association, 1967, p. 13.*

2. Annual additions and replacements should total 1/8 volume per capita in areas serving populations over 500,000.
3. Current periodicals should be available at a rate of 1 title for each 250 people served.
4. Disc or tape recordings collection should contain 1 disc or reel of tape for each 50 people served.
5. Film collection should contain 1 title for each 1,000 people served.
6. Staff size should be a minimum of 1 full-time or equivalent staff member for each 2,000 people served.

DENVER PUBLIC LIBRARY SYSTEM

The Denver library system was not included in the section on Interim Standards. Evaluation of the Denver Public Library, which is a system of libraries, was to be based on the 1966 Minimum Standards.

The Regional Librarians Committee recognizes that the Minimum Standards are inadequate to measure library service of the Denver Public Library. The City and County of Denver is unique (see Part I for comparison with national and similar sized metropolitan areas). The Minimum Standards do not provide guidelines for such areas whose residents desire more than a national minimal level of library service. Unfortunately, there are no regional standards which apply to the Denver Public Library. The Regional Librarians Committee is aware of the necessity for developing such standards for Denver as well as the total Metropolitan Area.

The City and County of Denver had an estimated population in 1967 of 512,000. The Library serves not only Denver residents, but, through contractual arrangements, all Colorado citizens. The Denver Public Library has been designated as a state-wide reference center by the Colorado

State Library. As such, the Denver Library is obligated to lend materials to all Colorado residents. Is it equipped to do so?

The Minimum Standards projected for the 1967 population of the City and County of Denver give the following picture:

I. Book collection:
standard projected for population is 1,024,000 volumes; DPL owns 1,059,311 volumes (103.4%).

II. Annual additions:
projection is 64,000 volumes; DPL added 92,245 volumes (144.1%).

III. Periodical subscriptions:
standard is 2,048 titles; DPL receives 2,780 (135.7%).

IV. Recordings:
projected standard is 10,240 discs or reels; DPL has 5,389 (52.6%).

V. Films:
standard projected is 512 films; DPL owns 297 (58.0%).

VI. Staff:
standard for Denver population is 256; DPL employs 285.4 full-time equivalents (111.5%).

VII. Professional librarians:
projection is 85.3; DPL employs 104.3 (122.3%).

If the population served by the Denver Public Library were only that of the City and County of Denver, the Denver Public Library's "achievement index", based on the Minimum Standards, is 103.9% (see Table XX for comparisons).

AREA RESOURCES AND THE MINIMUM STANDARDS

The Minimum Standards are written for library systems. The difficulty of applying these standards to an agglomeration of books and services was documented in the 1967 ICRPC report. Since then a library system has been established. A comparison of the combined resources to the Minimum Standards has some validity now.

The total population of the Denver Standard Metropolitan Statistical Area, estimated at 1,122,000 in 1967, is the base for the projections of the standards.

I. Book collections:
standard projected is 2,244,000 volumes; collection totals of the sixteen public libraries for 1967 is 1,625,403 volumes or 72.4% of the standards.

II. Annual additions:
projected standard is 140,250 volumes; in 1967 the area's libraries added 164,762 volumes, or 117.5% of the standard.

III. Periodicals:
standard projects 4,488 current titles 4,205 magazine subscriptions (93.7% of the standard) were entered by the libraries in the area.

IV. Recordings:
projection is 22,440 discs or reels; a total of 8,888 recordings were available (39.6%).

V. Films:
projected standard is 1,122 titles; only 297 films (26.5% of the standard) were owned.

VI. Staff (full-time equivalent):
standard is 561.0; a total of 427.0 staff members were employed (76.1%).

VII. Professional librarians (full-time equivalent):
projection is 187.0 professional staff; the area's libraries employ a total of 126.0 (67.4%).

The total resources of the sixteen public libraries evaluated by the statistical Minimum Standards produce an achievement index of 70.5%.

One interesting view of the library resources in the region is provided by showing the portion of the total resources that are those of the Denver Public Library system. The Denver Library received 66.5% of the total income in 1967 for libraries in the region; 65.2% of the books were owned by the Denver Public Library, yet only 56.0% of the volumes added in 1967 were for the Denver system. Of the total employees (excluding janitorial and maintenance) of the libraries, 52.7% were DPL staff, but 82.8% of the professional librarians were employed by Denver. For 1968 income for libraries from the local jurisdictions total $3,953,474 of which $2,320,100 (58.7% of the total) is from the City and County of Denver.

SUMMARY.

The area's library resources are substandard as measured by the Minimum Standards for Public Library Systems. The Denver Public Library has been designated the headquarters library for the recently-developed metropolitan library system.

The Minimum Standards propose that a headquarters library should own approximately 100,000 adult nonfiction titles and that annual additions should be 50% of the new adult nonfiction trade titles published in English in the U.S. each year. In 1966 there were approximately 32,000 of these titles published in the U.S.; 29,000 adult nonfiction titles in 1967. The Denver Public Library purchases about 6,000 nonfiction titles annually. Only 20% of the new nonfiction title production is available to patrons of the Denver Public Library.

The cumulative resources of the 16 public libraries, including the Denver Public Library, do not meet the Minimum Standards. The statistical standards projected for the metropolitan population show 72.4% of the book collections, 93.7% of the magazine titles, 39.6% of the recordings, and 26.5% of the films that should be available actually on hand in 1967. A hopeful sign is the 117.5% measurement for volumes added annually.

Staff development for the metropolitan region shows 96.6% of the recommended number of library employees, but only 67.4% of the recommended number of professional librarians.

In order of the distance from attainment of the projected standards, the most critical needs are for films, recordings, and professionally-trained librarians. The next section projects the needs for library services into the future.

PART V

LOCAL LIBRARY DEVELOPMENT TO 1985

PART V

LOCAL LIBRARY DEVELOPMENT TO 1985

Two basic facts have been established: (1) public library service in the region has improved in the last few years, and (2) by 1967 the local libraries had not reached the levels of service recommended by the American Library Association's standards. What of the future?

POPULATION PROJECTIONS

The Denver Regional Council of Governments has projected a population in 1985 for the 5-county area at 1,806,000 people. Table XXI shows population projections to 1985 for the counties and for those municipalities which support public libraries.

No official population projections were available for the municipalities. The estimates in Table XXI were made on the experience from 1960 through 1967 of each municipality as a percent of the total region's population. An average annual increase factor was the basis for the projections from 1970 to 1985. This, of course, is an unsophisticated technique and the results should not be viewed as official agency projections.

Table XXII shows the jurisdictions as a percent of the total population projected for the region. The most obvious feature is that of the increased proportion of the total for all counties except the City and County of Denver. In 1960 a majority (53.1%) of the area's residents lived in Denver; by 1985 only 33.0% of the population will be Denver residents.

Municipalities whose share of the area's population will increase significantly are Arvada, Aurora, Boulder, Littleton, Longmont, and Westminster. Communities whose share of the total population will remain fairly constant or experience a decrease are Brighton, Broomfield, Edgewater, Englewood, Lafayette, and Louisville.

These projections are at the mercy of political change. Annexation policies cannot be predicted. Major industrial influx in an area would have a great impact. For the purposes of this study the projections will have to suffice--they're all we have.

LOCAL LIBRARIES AND PROJECTED INTERIM STANDARDS

Two assumptions are inherent in this section. The first is that jurisdictions which provide public library service intend to provide quality service. The second assumption is that quality service will result from the attainment of 100% or more of the statistical Interim Standards. Either assumption can be challenged. A third (and shaky) assumption--that the current pattern of library service will pertain throughout this period--is made for this section of the report. The Denver Public Library will be treated separately in the next section.

Table XXIII summarizes the resources needed by each library by 1985 based on the projected populations for each community. The concern predominate in the minds of those who are responsible for public library development is "what is it going to cost"?

Staff Development

The most expensive element of library service is cost for personnel. Table XXIV gives estimated personnel budgets for each library in 1985. The salary estimates for professional librarians are based on the surveys conducted by Donald and Ruth Strout,[1] which show average salaries for library school graduates for the first half of the 1960's. An average annual increase factor was used to estimate the average cost for professional librarians by 1985.

Costs for nonprofessional library personnel are almost impossible to predict. The technique used was to relate the current nonprofessional salaries paid by the Denver Public Library to those paid professional librarians. The resultant ratio was used to estimate the relative costs in 1985. The precise figures in Table XXIV--$11,996, for professional librarians and $7,198 for nonprofessional staff--are carefully calculated guesses and should be so recognized.

Book Collections

The second largest cost category is that for books. It is assumed that libraries will still be dealing with books in 1985. Projections of the anticipated price per volume appear in Table XXV. Again, it is imposible to gauge the future of an industry as complex as the publishing field. The simplistic approach of extending the average annual increase into the future results in a projected average price per volume of $20.10 (in current dollars) for books published in 1985.

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[1] *Donald Strout and Ruth B. Strout, "The Placement Situation in 1965, (With a Preview of 1966)", Library Journal, June 15, 1966, pp. 3117-3126.*

Table XXVI shows the estimated amounts each library may be required to spend to bring the book collections to the recommended standard. The fifteen-year period from 1970 through 1984 was used as the development period. If each library starts in 1970 to add 1/15 of the total number of books needed to meet the standards for size of collections projected to 1985 the average annual cost can be estimated. This is an artificial approach, that provides an illustration of the costs involved for books. A gradual increase each year might be used, but its advantages could be offset by the rising cost of books.

Table XXVII compares the estimated average annual book budget needed to meet the standards with the actual amounts expended for books in 1967 by each of the libraries. The largest increases needed to meet the standards are almost 28 times the 1967 book budget for Adams County and 15 times the current book budget in Jefferson County. Book budgets from 4 to 8 times larger than the 1967 amounts are needed by Arapahoe Regional, Arvada, Aurora, Boulder, Brighton, Edgewater, Longmont, Louisville, and Westminster. Doubled or tripled budgets are needed by Broomfield, Englewood, Lafayette, and Littleton.

Buildings

Library facilities throughout the region need to be expanded and new buildings need to be constructed if the "Guidelines for Determining Minimum Space Requirements" of the Interim Standards are met.

"Library buildings should be planned for a minimum of 20 years' expansion of service and community growth, and for enlargement if and when needed."[1] Table XXVIII projects the space needs of the local libraries 15 years into the future.

The total recommended floor space may be the cumulative space of several facilities within a jurisdiction or a single library building. The average cost per square foot of $28.00 can be expected to increase each year.

Once more the libraries in Adams and Jefferson counties are faced with the highest costs for construction. Building costs in excess of $1 million are anticipated for Adams County, Arapahoe Regional, Arvada, Aurora, Boulder, and Jefferson County.

SUMMARY

The Interim Standards projected to 1985 and compared with the 1967 resources of the local libraries represent a rather dismal picture. Developmental costs to attain the standards by 1985 seem extremely high in some instances.

Table XXIX summarizes the estimated costs for two major categories of expenditures: buildings and books. The costs for facilities may represent a single, major expenditure or a phased series of costs. The total cost for book collection development is spread over the 15 year period.

The more heavily-populated areas naturally are faced with he highest costs. The total anticipated expenditures during the years 1970-1984 for Adams County are $13 million and over $15 1/2 million for Jefferson County. Libraries in the $3-5 million category are Arvada, Aurora, and Boulder. Amounts between $1 million and $3 million for buildings and books are estimated for Arapahoe Regional, Englewood, Littleton, Longmont, and Westminster. Less than $400,000 development costs for the 15-year period are projected for Brighton, Broomfield, Edgewater, Lafayette, and Louisville.

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[1] *Interim Standards*..., p. 13.

By 1985 the local libraries which have met the Interim Standards recommendations can concentrate on maintaining the service levels commensurate with population growth. Table XXX illustrates the amounts estimated as the major expenditures (personnel and books) for the budget year 1985. Only two libraries, Adams County and Jefferson County, are shown to have operating costs in excess of $1 million. Once a library has met the standards maintenance of the service level is relatively inexpensive.

Table XXXI verifies the preceding statement. The projected expenditure totals for personnel and books are translated into per capita support costs. The range of per capita costs is $4.31 to $5.12. Quality library service is a bargain.

TABLE XXI

Population Projections to 1985

JURISDICTIONS	1960	1965	1970	1975	1980	1985
SMSA[1]	929,383	1,074,000	1,200,000	1,412,000	1,590,000	1,806,000
Counties:[2]						
Adams	120,296	156,000	175,000	233,000	270,000	325,000
Arapahoe	113,426	138,000	150,000	193,000	225,000	260,000
Boulder	74,254	95,000	125,000	160,000	200,000	238,000
Denver	493,887	505,000	525,000	551,000	570,000	595,000
Jefferson	127,520	180,000	225,000	275,000	325,000	388,000
Municipalities:[3]						
Arvada	19,242	34,500	41,400	59,300	78,700	102,900
Aurora	48,548	66,000	74,000	94,900	115,600	141,200
Boulder	37,718	50,250	61,300	80,600	100,300	124,800
Brighton	7,055	8,000	8,800	10,300	11,600	13,200
Broomfield	4,535	6,600	7,200	9,200	11,100	13,500
Edgewater	4,314	5,300	5,800	6,800	7,600	8,700
Englewood	33,398	36,000	39,600	46,200	51,500	58,000
Lafayette	2,612	2,850	3,200	3,800	4,300	4,900
Littleton	13,670	19,000	23,000	30,600	38,500	48,200
Longmont	11,489	14,000	19,200	25,400	31,800	39,800
Louisville	2,073	2,073	2,400	2,800	3,200	3,600
Westminster	13,850	17,500	20,300	25,300	30,100	36,000
Arapahoe Reg. Lib. Dist.[4]	34,311	39,440	38,560	53,566	58,704	60,608

[1] *Official ICRPC estimates for 5-county area.*
[2] *Official ICRPC estimates.*
[3] *Projections based on municipalities' percentages of SMSA as a rate of increase.*
[4] *Population of Arapahoe County less 66% of Aurora, all of Englewood and Littleton.*

TABLE XXII

Jurisdiction Populations as a Percentage of Total Population in SMSA

JURISDICTIONS	1960	1965	1970	1975	1980	1985
SMSA	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Counties:						
Adams	12.9	14.5	14.6	16.5	17.0	18.0
Arapahoe	12.2	12.9	12.5	13.8	14.2	14.4
Boulder	8.0	8.6	10.4	11.3	12.6	13.2
Denver	53.1	47.0	43.8	39.0	35.9	33.0
Jefferson	13.7	16.8	18.8	19.5	20.4	21.5
Municipalities:						
Arvada	2.1	3.2	3.5	4.2	5.0	5.7
Aurora	5.2	6.2	6.2	6.7	7.3	7.8
Boulder	4.1	4.7	5.1	5.7	6.3	6.9
Brighton	0.8	0.7	0.7	0.7	0.7	0.7
Broomfield	0.5	0.6	0.6	0.7	0.7	0.8
Edgewater	0.5	0.5	0.5	0.5	0.5	0.5
Englewood	3.6	3.4	3.3	3.3	3.2	3.2
Lafayette	0.3	0.3	0.3	0.3	0.3	0.3
Littleton	1.5	1.8	1.9	2.2	2.4	2.7
Longmont	1.2	1.3	1.6	1.8	2.0	2.2
Louisville	0.2	0.2	0.2	0.2	0.2	0.2
Westminster	1.5	1.6	1.7	1.8	1.9	2.0
Arapahoe Reg. Lib. Dist.	NA	NA	3.2	3.8	3.7	3.4

TABLE XXIII

Local Library Needs to Meet Recommended Standards in 1985

LIBRARY	Staff (full-time equiv.)	Book Stock (Volumes)	Floor Sp. (Sq. Ft.)	No. of Seats	Shelving (Linear Ft.)
Adams Co	130.0	650,000	195,000	975	81,300
Arapahoe Reg'l	24.2	121,216	36,365	182	15,202
Arvada	41.2	205,800	61,740	309	25,775
Aurora	56.5	282,400	84,720	424	35,350
Boulder	49.9	249,600	74,880	374	31,250
Brighton	5.3	26,400	9,240	53	3,300
Broomfield	5.4	27,000	9,450	54	3,375
Edgewater	3.5	22,400	6,090	38	2,800
Englewood	23.2	116,000	34,800	174	14,550
Jefferson	155.2	776,000	232,800	1,164	48,550
Lafayette	2.0	14,200	3,430	23	1,825
Littleton	19.3	96,400	28,920	145	12,100
Longmont	15.9	79,600	23,880	119	10,000
Louisville	1.4	10,300	2,520	17	1,338
Westminster	14.4	72,000	21,600	108	9,050

TABLE XXIV

Personnel Budgets in 1985 for Staffs Meeting Recommended Standards

(Current Dollars)

LIBRARIES	Total Staff Needed FTE[1]	No. Professional Librs. FTE[2]	Cost in 1985 for Professional Librs.@ $11,996	Cost in 1985 for Non-Professional Staff@ $7,198[3]	1985 Budget Totals for Personnel
Adams Co	130.0	43.3	$ 519,427	$ 624,067	$ 1,143,494
Arapahoe Reg'l	24.2	8.1	97,168	115,888	213,056
Arvada	41.2	13.7	164,345	197,945	362,290
Aurora	56.5	18.8	225,525	271,365	496,890
Boulder	49.9	16.6	199,134	239,693	438,827
Brighton	5.3	1.8	21,593	25,193	46,786
Broomfield	5.4	1.8	21,593	25,193	47,506
Edgewater	3.5	1.2	14,396	16,555	30,950
Englewood	23.2	7.7	92,369	111,569	203,938
Jefferson Co	155.2	51.7	620,193	744,993	1,365,186
Lafayette	2.0	0.7	8,397	9,357	17,754
Littleton	19.3	6.4	76,774	92,854	169,628
Longmont	15.9	5.3	63,579	76,299	139,878
Louisville	1.4	0.5	5,998	6,478	12,476
Westminster	14.4	4.8	57,581	69,101	126,682

[1] *Full-time equivalents.*

[2] *Professional staff averages 1/3 of total staff.*

[3] *Figured at 60% of professional averages.*

TABLE XXV

Book Prices: Projected Average Price Per Volume[1] of Hard Cover Books, 1970-1985

(Current Dollars)

Year	Average Price Per Volume	Index (1957-59=100)
1957-59	$ 5.29	100.0
1965	7.65	144.5
1970	9.66	170.0
1971	10.14	175.0
1972	10.65	180.0
1973	11.18	185.0
1974	11.74	190.0
1975	12.33	195.0
1976	12.95	200.0
1977	13.60	205.0
1978	14.28	210.0
1979	14.99	215.0
1980	15.74	220.0
1981	16.53	225.0
1982	17.36	230.0
1983	18.23	235.0
1984	19.14	240.0
1985	20.10	245.0

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[1] *Based on "Index of Prices of Selected Hardcover Books, by Category, 1957-59, through 1966", Publishers' Weekly, February 13, 1967, p. 54.*

TABLE XXVI

Book Collections Meeting Recommended Standards for 1985 Populations[1] with Average Annual Costs to Develop, 1970-1984

LIBRARIES	Collection Size by 1985 (vols)	Tot. Collection 1967 (vols)	Additional Vols. Needed	Average Annual Cost (Current $'s)
Adams Co	650,000	90,475	559,525	$ 518,547
Arapahoe Reg'l[2]	121,216	3,600	117,616	109,001
Arvada	205,800	29,313	176,487	163,560
Aurora	282,400	50,442	231,958	214,968
Boulder	249,600	81,561	168,039	155,737
Brighton	26,400	15,472	10,928	10,128
Broomfield	27,000	13,000	14,000	12,975
Edgewater	22,400	8,482	13,918	12,900
Englewood	116,000	57,785	58,215	53,951
Jefferson Co	776,000	105,389	670,611	621,490
Lafayette	14,200	8,383	5,817	5,391
Littleton	96,400	44,803	51,597	47,818
Longmont	79,600	32,575	47,025	43,581
Louisville	10,300	4,279	6,021	5,574
Westminster	72,000	20,533	51,467	47,697

[1] *Population base is that of the jurisdiction and does not include adjustments for population served.*

[2] *Population base is balance of Arapahoe County excluding all of Englewood and Littleton and 66%of Aurora.*

TABLE XXVII

Book Budget Increases Needed to Meet Recommended Standards by 1985

(Current Dollars)

LIBRARY	Recommended Annual Budget	Expended for Books, 1967	Dollar Difference
Adams Co	$ 518,547	$ 18,531	$ 500,016
Arapahoe Reg'l	109,001	20,651	88,350
Arvada	163,560	27,870	135,690
Aurora	214,968	32,980	181,988
Boulder	155,737	40,634	115,103
Brighton	10,128	2,601	7,527
Broomfield	12,975	5,351	7,624
Edgewater	12,900	1,816	11,084
Englewood	53,951	23,800	30,151
Jefferson Co	621,490	40,722	580,768
Lafayette	5,391	1,725	3,666
Littleton	47,818	16,800	31,018
Longmont	43,581	11,349	32,232
Louisville	5,574	979	4,595
Westminster	47,697	9,560	38,137

TABLE XXVIII

Estimated Building Costs to Serve 1985 Populations[1]

LIBRARY	Recommended Floor Space (Sq. Ft.)	Total Floor Space, 1967 (Sq. Ft.)	Additional Needed (Sq. Ft.)	Cost Estimates (Current Dollars)
Adams Co	195,000	8,260	186,740	$ 5,228,720
Arapahoe Reg'l	36,365	-0-	36,365	1,018,220
Arvada	61,740	10,000	51,740	1,448,720
Aurora	84,720	10,000	74,720	2,092,160
Boulder	74,880	23,000	51,880	1,452,640
Brighton	9,240	1,665	7,575	212,100
Broomfield	9,450	5,664	3,786	106,008
Edgewater	6,090	728	5,362	150,136
Englewood	34,800	14,000	20,800	582,400
Jefferson Co	232,800	7,350	225,450	6,312,600
Lafayette	3,430	1,565	1,865	52,220
Littleton	28,920	16,000	12,920	361,760
Longmont	23,880	5,000	18,880	528,640
Louisville	2,520	917	1,603	44,884
Westminster	21,600	3,224	18,376	514,528

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[1] *Based on current averages of $28.00 per square foot.*

TABLE XXIX

Costs to Develop Facilities and Book Collections to Meet Recommended Standards by 1985

(Current Dollars)

LIBRARIES	Cost for Facilities@ $28.00/sq. ft.	Costs for Book Collection Dev. 1970-1984	Total Costs for Facilities and Book Colletions
Adams Co	$ 5,228,720	$ 7,778,211	$ 13,006,931
Arapahoe Reg'l	1,018,220	1,635,019	2,653,239
Arvada	1,448,720	2,453,405	3,902,125
Aurora	2,092,160	3,224,525	5,316,685
Boulder	1,452,640	2,336,050	3,788,690
Brighton	212,100	151,914	364,014
Broomfield	106,008	194,620	300,628
Edgewater	150,136	193,506	343,642
Englewood	582,400	809,267	1,391,667
Jefferson Co	6,312,600	9,322,357	15,634,957
Lafayette	52,220	80,864	133,084
Littleton	361,760	717,267	1,079,027
Longmont	528,640	653,712	1,182,352
Louisville	44,884	83,617	128,501
Westminster	514,528	715,462	1,229,990

TABLE XXX

Budget Estimates for 1985 for Personnel and Book Collections

(Current Dollars)

LIBRARIES	Estimated Personnel Budget	Estimated Book Budget	Total for Personnel and Books
Adams Co	$ 1,143,494	$ 518,547	$ 1,662,041
Arapahoe Reg'l	213,056	109,001	322,057
Arvada	362,290	163,560	525,850
Aurora	496,890	214,968	711,858
Boulder	438,827	155,737	594,564
Brighton	46,786	10,128	56,914
Broomfield	47,506	12,975	60,481
Edgewater	30,950	12,900	43,850
Englewood	203,938	53,951	257,889
Jefferson Co	1,365,186	621,490	1,986,676
Lafayette	17,754	5,391	23,145
Littleton	169,628	47,818	217,446
Longmont	139,878	43,581	183,459
Louisville	12,476	5,574	18,050
Westminster	126,682	47,697	174,379

TABLE XXXI

Per Capita Support Needed in 1985 to Provide Personnel and Book Budgets Meeting Recommended Standards

(Current Dollars)

LIBRARIES	Projected 1985 Jurisdiction Population	1985 Budget for Personnel and Books	$ Per Capita
Adams Co	325,000	$ 1,662,041	$ 5.11
Arapahoe Reg'l	60,608	322,057	5.31
Arvada	102,900	525,850	5.11
Aurora	141,200	711,858	5.04
Boulder	124,800	594.564	4.76
Brighton	13,200	56,914	4.31
Broomfield	13,500	60,481	4.48
Edgewater	8,700	43,850	5.04
Englewood	58,000	257,889	4.45
Jefferson Co	388,000	1,986,676	5.12
Lafayette	4,900	23,145	4.72
Littleton	48,200	217,446	4.51
Longmont	39,800	183,459	4.61
Louisville	3,600	18,050	5.01
Westminster	36,000	174,379	4.84

PART VI

AREA RESOURCES DEVELOPMENT TO 1985

PART VI

AREA RESOURCES DEVELOPMENT TO 1985

The *Minimum Standards for Public Library Systems* contains statistical measurements for different categories than those used in the *Interim Standards for Small Public Libraries*. The only statistic that is the same in both sets of standards is the recommendation that book collections should be equivalent to two volumes per capita based on the population served.

The *Minimum Standards* statistical recomendations are: (1) book collection of 2 volumes per capita, (2) volumes added annually at 1/8 volume per capita, (3) magazine subscriptions at a rate of 1 current title per each 250 people served, (4) recordings at 1 disc or reel per each 50 people served, (5) films owned at 1 title per 1000 population, (6) total staff at 1 full-time equivalent per each 2000 population, and (7) professional librarians at 1 per each 6000 population served.

DENVER PUBLIC LIBRARY SYSTEM

Strict adherence to the A.L.A. standards is not possible for libraies which strive for something more than adequate service. Experience in one library system might indicate that some kinds of library services require emphasis while other services may be less important in a particular community. As an example, the Director of the Denver Public Library has found that the book collection standard of 2.5 volumes per capita is necessary to maintain the expected levels of service.

The projected population for the City and County of Denver in 1985 is 595,000. At 2.5 volumes per capita the Denver Public Library book collection should total 1,487,500 volumes. If the population served by DPL is considered to be the entire Standard Metropolitan Statistical Area, and the 2 volumes per capita recommended in the Minimum Standards, is used then DPL should own 3,612,000 books.

The other statistical measures of the Minimum Standards projected for Denver's population are : (1) annual additions of 74,375, (2) 2,380 current magazine subscriptions, (3) 11,900 recordings, and (4) 595 films.

A rough approximation of the costs required of the Denver Library to develop resources sufficient to meet the Minimum Standards projected for Denver's population can be made. A compromise estimate of 2,549,750 volumes needed by 1985 compares to the 1967 collection total of 1,059,311 volumes. If the additional volumes needed by 1985 are purchased in an equal number for each of the 15 years from 1970 through 1984 the total estimated costs to develop a collection of 2,549,750 volumes would be $20,719,090.

The Denver Public Library will need an additional 5,389 recordings by 1985. If the average cost per disc (or reel of tape) is $8.00, it will require $52,088 to purchase the additional discs required to meet the standards.

The Denver Public Library owned 297 films in 1967. By 1985, according to the standards, there should be at least 595 film titles to serve the City and County of Denver. It has been agreed that there should be a central resource collection of films to serve the entire area. The projection for the 5-county region indicates a need for a minimum of

1,806 titles. Guessing that film costs will average $250 per title, it could cost approximately $402,250 to provide the standard collection by 1985.

The Minimum Standards do not include statistics for library buildings The Denver Library, because of the reference and research requirements of its patrons, may expect to provide at least 1 square foot of space per capita. In 1967 the total floor space in all the Denver libraries was 257,032, square feet. By 1985, an additional 337,968 square feet will be needed to serve Denver's population. At an average of $30 per square foot, it would cost Denver $10,139,040 to build the necessary facilities.

In summary, the Denver Public Library does not meet all of the Minimum Standards in 1967. If the future service is to be of a level recommended in the Minimum Standards, there are developmental costs to be faced. By 1985 the Denver Library should expend approximately $20,720,000 for books; $52,000 for recordings, $402,000 for films, and over $10 million for library buildings. These development costs total $31,174,000 over the 15 year period 1970-1984.

AREA RESOURCES AND PROJECTED MINIMUM STANDARDS

The Minimum Standards are designed for library systems. The statistical legality of comparing the accumulated resources of the area's libraries to those standards for a library system was questioned earlier in this report. However, a library system has been formed. An artificial analysis can be interesting.

By 1985 the population of the metropolitan area is expected to reach 1,806,000. The Minimum Standards projected for that population require these resources: (1) book collections of 3,612,000 volumes, (2) annual additions of 225,750 volumes, (3) 7,224 current magazine subscriptions, (4) recordings collections of 36,120 discs or reels, (5) films totaling 1,806 titles, (6) 903 staff members, including (7) 301 professional librarians.

The standards projected for 1985 compare to the totals for 1967 as follows: (1) book collections total 1,625,403 volumes in 1967, (2) annual additions for 1967 were 164,762 volumes, (3) 4,205 magazine subscriptions were entered in 1967, (4) recordings owned equaled 8,888 discs, (5) film titles were 297, (6) staff totals were 427.0 and (7) 126 professional librarians were employed by the sixteen libraries in 1967.

SUMMARY

Dozens of pages of documentation and hundreds of statistical comparisons lead to one conclusion: the public libraries in the metropolitan area need further development before they can be considered to provide adequate services. There is a need for more books, recordings, films, library facilities, and personnel whether the evaluation is based on the _Minimum Standards for Public Library Systems_ or whether the local libraries are measured by the _Interim Standards for Small Public Libraries_.

Quantitative evaluation is a neat, but unsatisfactory measurement of effectiveness. The committees which prepared the A.L.A. standards realized that the standards were outdated before they were published. A keen critic remarked about the use of the A.L.A. standards "You're planning 1956 services for 1985." This is a just criticism. There simply was not enough time or information available to develop regional standards within the scope of the current project.

Limitations of time and resources also necessitated the omission of the following important elements of the System Development Corporation Planning Guide:

1. *Acquire data on community goals*
2. *Acquire land use plan*
3. *Collect data on current demand for local library services*
4. *Collect survey data on local library user characteristics*
5. *Estimate factors affecting library demands*
6. *Estimate future user demands*

These straight-forward statements cover some very complex research activities. It is hoped that information on all of these items will be gathered as soon as possible. Planning for future library services will remain a series of partially-informed estimates (guesses) unless scientific research findings replace the assumptions currently in use. In the meantime, the program for improvement of public library service will be based on the goal of achieving the American Library Association's standards.

Some of the recommendations of the Minimum Standards which have not been achieved completely by the public libraries in the metropolitan area are:

1. *The community library should have sufficient resources to provide the most frequently requested materials from its own collection.*

2. *Member libraries in a library system should maintain reciprocal borrowers' privileges, enabling any person in the geographic area concerned to use materials within the system, whether by direct access or through interlibrary loan.*

3. *Supportive services for the system should be organized for the greatest economy and efficiency, and should include:*

    (a) Access to contralized purchasing of library materials, supplies, and equipment

   (b) Access to centralized cataloging and preparation of materials
   (c) An organized program of staff guidance, orientation, and inservice training
   (d) Sharing of specialized personnel: professional, subprofessional, and clerical

4. The cost of public library service should be borne by the appropriate governmental units. The practice of providing service through nonresident fees delays the assumption of responsibility of governmental units and should be eliminated.

5. There should be continuous joint planning on a local and area-wide basis among those responsible for public, school, college, and university library service. This should be based on a thorough knowledge of the basic functions of each agency so that complete and coordinated library service may be provided to all students.

6. When libraries in a system or in the state contribute more than they receive, whether in services or resources, equitable financial reimbursement must be made.

7. Continuous as well as periodic study of the community should be made through knowledge obtained by participation in governmental planning, through study and coordination of surveys already made by other agencies through cooperation with other organizations in new studies, or by a library-initiated community analysis.

8. Libraries should be open six days a week for the full range of services during morning, afternoon, and evening hours. Sunday service should be offered where local needs and condistions warrant.

9. It should be possible to borrow library materials from any library and return them to the same or any other librar in a library system.

10. The library system must develop a strong public relations program for, and in cooperation with, the community libraries which are its members.

11. Acquisition and cataloguing should be centralized, either within a system or through a contract with a processing center.

12. The user of any library within a system is entitled to expect the same regulations regarding loans, and the same pattern of organization in all.

13. Each library should have a position classification plan, grouping similar positions for equitable personnel administration.

14, The library should provide equitable pay scales based on the position classification plan.

15. *All employees should be covered by retirement plans (including or supplemented by Social Security) and insurance, to protect them in the face of illness, accident, disability, and retirement.*

16. *The vacation allowance for persons holding professional positions should not be less than one month annually, and the allowance for other employees should conform if possible.*

17. *Provision should be made on merit for leaves of absence for study and extensive travel, for attendance with pay at professional meetings, and for opportunity during work periods to keep up with professional literature.*

18. *Professional librarians' salaries should be comparable with salaries for other professions of similar educational requirements with which libraries are competing on a national scale for new recruits. Other personnel should receive pay comparable to that received for similar work under similar condistions in the locality.*

19. *The site for a public library building should be where the largest percentage of all the people to be served will have access to the library frequently in the normal pursuit of their activities. The site should have heavy pedestrian traffic; be convenient to public transportation, and have conveniently available automobile parking in public, commercial,or library parking lots.*

20. *The community library should be located in a place to which residents come often, such as a shopping center or the community's business center.*

Regarding this last point, one of the area's librarians has posed the question as to the economic impact that a public library might have on a shopping area. Businessmen take note.

Some of the recommendations from the Minimum Standards are directed at the local library, some pertain to the library system. Residents of the region who use the area's libraries can evaluate the service they receive in terms of these statements and by the statistical standards.

Several references have been made to the non-definitive nature of the American Library Associations' standards. The best statement of their limitations is contained in the most recent A.L.A. publication of public library standards:

"This document, then, is a tool to be used rather than a definitive statement of what a public library should be. Each library will differ from its neighbor, just as each community is somewhat different from all others. It must be recognized that these principles and standards are bench marks for the evaluation of a dynamic institution in a dynamic society. The requirements set down here are different from those promulgated ten years ago; and they will be in need of further review almost before they can appear in print.

"Even more important is the recognition of the inevitable limitations of any standards to measure the service that the library offers its public. The ultimate achievements of the public library must remain a matter of faith in the power of accurate information, important ideas, and inspiring works of literary art to give an upward thrust to the lives of the people the library serves."[1]

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[1] *Minimum Standards*, p. 14.

PART VII

PROGRAM FOR PUBLIC LIBRARY DEVELOPMENT

PART VII

PROGRAM FOR PUBLIC LIBRARY DEVELOPMENT

Enough of statistics and standards: the big question remains. What is the program which the public libraries in the metropolitan area will follow to develop high-quality library service for the total community?

It is always easier to say what needs to be done than it is to say how a thing is to be accomplished. In the case of the public library development program there is a simple answer to the "how" question: cooperation. It is easy to give that answer because recent experience proves that the area's librarians have a commitment to cooperate. They tried it and it works. Librarians from all sixteen public libraries in the region have participated actively to evolve a program of cooperative service. The Executive Director of DRCOG has stated publicly that evolutionary development is a most effective methodology.

For cooperation to be effective there must be some kind of structure or organization to sponsor the cooperation.

PATTERNS OF ORGANIZATION

Public libraries, by definition, are sponsored and supported by governmental units. The majority of public libraries are supported by local units of government: municipalities, counties, and districts. In the Denver region there are 12 municipal libraries, three county libraries, and one special district public library. There may be additional public libraries established by local units of government in the future. There may be mergers of existing libraries. It is not possible to predict the kinds of re-structuring that might occur.

Local Libraries and Local Jurisdictions

A jurisdiction which establishes a public library assumes a responsiblity to maintain the program of library service. The administration of the public library has a concurrent responsibility to provide the best possible library service to the total (including the official) community. There are instances in which these responsibilities are not met fully. The quality of service provided by the local libraries is determined by the local unit of government and by the policy-making and administrative organizations of the library. The local library is the base on which rests all levels of library service in a region.

It was the awareness on the part of the local librarians that cooperation was mutually beneficial that caused the organization known as the JADA (Jefferson-Adams-Denver-Arapahoe) Library Service Committee to be formed. It was the willingness on the part of the local librarians to enlarge the cooperative programs that brought into being the Regional Librarians Committee of the Inter-County Regional Planning Commission.

ICRPC and the Regional Librarians Committee

The Inter-County Regional Planning Commission (now named the Denver Regional Council of Governments) represented the most logical vehicle for expansion of the cooperative effort of the local librarians. The Librarian from Arvada, Mr. Kenneth Dowlin, contacted Mr. J. K. Smith, Executive Director of ICRPC, to ask how the public librarians could work with the Commission. Mr. Smith discussed ICRPC with the JADA Library Service Committee. In October 1966 the Regional Librarians Committee was formed as a technical advisory committee of the Inter-County Regional Planning Commission. The Committee included the public librarians from Boulder, Broomfield, Lafayette, Longmont and Louisville.

Shortly after the Regional Librarians Committee was formed the U. S. Congress passed the Demonstration Cities and Metropolitan Development Act. ICRPC was designated the regional agency to review applications for federal assistance grants or loans. The Act required comprehensive plans for a metropolitan region. The Regional Librarians Committee was ready to respond to the Federal requirements.

Public library service is locally-based, but there are State and Federal responsiblities to assist public library development. Now there is a regional responsiblity that has been recognized. It was the regional agency, ICRPC, that provided the greatest recent improvements for public libraries in the Denver metropolitan area.

Two primary advantages result from the local librarians' association with ICRPC: (1) planning is expected to take place, (2) governmental leaders become aware of public libraries. Library planning is placed into the context of regional planning of all kinds of services. The librarians become aware of the needs for such other government services as transportation, parks and open space, water, and sewerage. Officials become knowledgeable of the needs for library services. This is cooperation of the best kind.

One of the first recommendations of the Regional Librarians Committee was that a library system be formed. The Denver Public Library was designated the headquarters library. The Inter-County Regional Planning Commission requested that its members jurisdictions which maintain public libraries appoint a local library board member to serve on the advisory board to the library system. All 16 jurisdictions responded affirmatively to the ICRPC recommendation.

Structure of Public Library Service

Public library service is based on the local public library. Support for local libraries is provided by the local units of government. Local jurisdictions are supported by ad valorem taxes. The unavoidable conclusion is that public libraries exist at the behest of the tax-payer and at the mercy of the locally-elected officials.

State and federal programs for public library development are based on revenues from those same people who pay taxes to support their local libraries. The local tax payer also supports the regional program for public library development. Between the tax-payer and the administrator of a public library are several official, quasi-official, and advisory bodies. An enumeration of these agencies involved with public libraries in the Denver region are: (1) the tax-payers of 16 local jurisdictions, (2) the legislative bodies (councils or commissions) of those 16 jurisdictions, (3) local library boards of trustees (appointed) which may be autonomous or advisory bodies, (4) the regional council of governments, (5) the regional advisory board of library trustees, (6) the Colorado Council for Library Development which is advisory to the (7) Colorado State Library, a division of the Colorado Department of Education, (8) the General Assembly of the State of Colorado which determines the level of state support for public libraries with the concurrence of the (9) Governor of the State of Colorado, (10) the U. S. Department of Health, Education, and Welfare, Office of Education, Library Services and Educational Facilities Branch which administers funds appropriated by the (11) U. S. Congress, and, of course, the (12) U. S. President who could veto acts of Congress or the (13) U.S. Supreme Court which could declare an act unconstitutional. This complicated hierarchy dictates the kinds and degrees of information available to the U. S. citizen from his public library.

The local librarian is responsible to his local library board and to the administration of the local jurisdiction. As a member of the Regional Librarians Committee, each librarian is responsible for presenting his library's needs to the Denver Regional Council of Government's Executive Director. As the director of a member library of the system each library is responsible to the advisory board of the system. He is further responsible for the local library staff. And, always each librarians's primary responsibility is to the patrons of the local library. This array of responsibilities is demanding, but has been willingly accepted by the public librarians in the Denver region.

Library System Structure

> "When libraries of a number of political units in a given area in the state join together in systems, library resources--including personnel and materials--are strengthened, duplication of effort is reduced, new or improved services are made possible and tax monies are prudently and efficiently employed. The establishment of strong library systems covering the entire

> area of the state is essential to the improvement of library service in Colorado."[1]

Probably the two most popular words in any librarian's vocabulary are "cooperation" and "system". The two have become almost synonomous. The library system provides the structure, the vehicle which sponsors cooperation. Library systems normally are characterized as one of three types: cooperative, federated, or consolidated. The Colorado Plan for Library Development delineates the differences among the three types of systems. The cooperative system is the structure presently operative in the metropolitan region.

Just as it is impossible to predict the number of local public libraries which will function in this region by 1985, it is difficult to guess which structure for cooperation will be most feasible in the future. Political reality must be considered. The recent unsuccessful attempt to design some form of metropolitan government is one of those realities. Efforts should be concentrated on providing the highest quality of library services. Whatever the form of organization, improved library service to all residents of the area is the goal. If there are roadblocks in the way of this goal, they must be removed. The structure, the specific type of system, is of secondary importance.

SYSTEM SERVICES

> "The modern public library collects the printed and audio-visual materials needed to conduct the individual and group life of its constituency. It organizes and makes accessible its resources to be convenient and easy to use. It interprets and guides the use of materials to enable as many people as possible to apply in their daily lives the record of what is known."[2]

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[1] *Colorado Department of Education, Colorado Plan for Library Development, Colorado State Library, 1967, pp. 26-27.*

[2] *Minimum Standards, p. 8.*

That simple description of the functions of the public library disguises many and complex activities. Much eloquence has been expended in describing the role of the public library. One of the most succinct descriptions of a public library is supposed to have come from a twelve-year old who said: "It's the place to go when you want to know." The story is apocryphal, but the truth is there.

The public library provides many services to its community. The Minimum Standards outlines these services as follows:

> "The organization of material to make it easily accessible to potential users
> Lending procedures to ensure that materials may be used at the time and place desired by the public
> Guidance to assist the user to find what he wishes, either in the material immediately at hand or in whatever library may possess it
> A program of public information to make its resources not only available but eagerly sought by its community."[1]

Provision of these basic services is the responsibility of every local public library. This leaves the question as to what services should be performed by a system of libraries. Briefly, a library system should perform all those services which the local library should not provide and which are not the responsibility of a state or national agency to provide.

There are some activities which should be done at the state or national level. A prime example of uneconomical library activity is the cataloging and processing of books and other materials on a local or regional basis. Once a book is published and distributed its nature or content doesn't change. It is silly for a local library in New Hampshire and a local library in Colorado to spend time and money describing the same book. The failure of the national "cataloging-in-source", experiment is to be deplored. Technical difficulties were allowed to overcome a basically sound idea. Publishers and librarians are intelligent enough to design a system that will provide a satisfactory solution to sole-source cataloging.

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[1] *Ibid, p. 9.*

The public library has been defended on the basis of the highest good for the greatest numbers. The justification of the public library has been based on some flowery phrases. Seldom has the public library been justified in the cold, hard terms of economy. Yet the best reason for the existence of the public library is that it provides one of the most economical methods for the distribution of a most vital commodity--information--that has been devised. Tax funds pooled to provide access to the totality of recorded knowledge could not be better spent. But tax funds spent on unessential activities are misappropriated.

A library system is justifiable on the basis of economy of expenditure of public monies. Some of the services that can best be accomplished on a regional (system) level are:

1. In-depth reference assistance. This is distinguished from the immediately-needed information assistance that must be available in each local library.

2. Research resources and assistance. This refers to the kinds of technical or specialized information that requires very expensive materials and highly-trained personnel to interpret.

3. Staff development or in-service training. Talents and resources pooled in a region must be utilized to up-grade the capabilities of every person employed in the area's libraries.

4. Public relations. This speciality is required to inform the general public about the services of the public libraries. Trained, effective public relations staffs are to costly to be employed by each library.

5. Long-range planning. Public libraries must relate to the total governmental complex. Local planning is a necessity. Regional, coordinated planning is a requirement.

6. Research. Public libraries, like so many other institutions, operate on the basis of assumptions which have never been challenged. It is absolutely essential that libraries jointly explore the nature of the communities they serve and that improved techniques for provision of library services be sought. Research cannot be financed locally, but it is a shared local, regional, state, federal, and private responsibility.

There are many more areas of activity which are regional rather than local in scope. Savings to local libraries result from consolidated purchase of materials and supplies. The general public supports libraries as good things to have often without thinking why. Librarians of the current decade tend to support systems of libraries as good in and of themselves. This is dangerous. A library system is good not because it exists, but for what it accomplishes. The only inherent good of a library system is that it represents the coordinated, cooperative efforts of those responsible for providing the best possible service to their local constituents. Two questions must be kept in the minds of those concerned with public library development: (1) what are the functions that the public library legitimately should perform? (2) at what level--local, regional, state, federal, private--should the legitimate library functions be supported?

PRINCIPLES FOR LIBRARY DEVELOPMENT

The Regional Librarians Committee of DRCOG has acted in two capacities during 1967-68. The Committee has developed the plan and program for public library services and facilities. Concurrently, the sixteen librarians have acted as the administrative organization of the public library system for the metropolitan area. The library system is to include the counties of Clear Creek and Gilpin.

In developing the program for the public library system the librarians agreed on a statement of basic principles. The following statement will be used to guide both the short-and long-range planning for public library development.

1. *Special research collections should not be duplicated.*
2. *If special collections are developed, they should be built on existing strengths.*
3. *It is desirable that strong general reference collections be developed in various municipal and county libraries. These collections in essence would function as a regional reference center.*
4. *It must be recognized that each library has a maximum potential. The eventual responsibility of the library must be defined and must be considered within the framework of graded services. This gradation is not designed to limit a library but rather to provide a unified pattern for citizen use. Libraries in small communities should be expected to have general reference resources. Libraries in larger centers of population should have more materials for children and adults and a more extensive reference collection. Only through such a specific plan can extensive and unnecessary duplication be avoided.*
5. *Regional Librarians should determine which libraries within the present framework of population structure in Metropolitan Denver are to be designated as regional strengths.*
6. *The Regional Librarians Committee and/or libraries of the CCPLS should develop a local interlibrary loan code for the System.*
7. *Starting in fiscal 1969, priority for funding personnel positions will be given to the development of System functions rather than to the development of local programs.*
8. *Resources acquired for the CCPLS through allocation from the State Library involving state or federal funds are accessible to and available to all members of the System.*

The basic concepts in the statement of principles are (1) unnecessary duplications will be avoided, (2) library service will be provided on a local, a regional, and a research level, and (3) services and materials supported by state or federal funds will be available to all libraries in the system.

The Introduction to this study contains a statement of assumptions which the Regional Librarians Committee directed to be used in this plan. The assumptions are worth repeating: (1) arbitrary lines or barriers are to be ignored, (2) reciprocal borrowing throughout the region will be in effect, (3) service units of varying sizes based on population characteristics and neighborhood structures will be developed, (4) regional centers of reference strength will be built, (5) a metropolitan center of major research strength will be developed, (6) universal circulation and registration procedures will exist, and (7) delivery and transmittal of information will be improved.

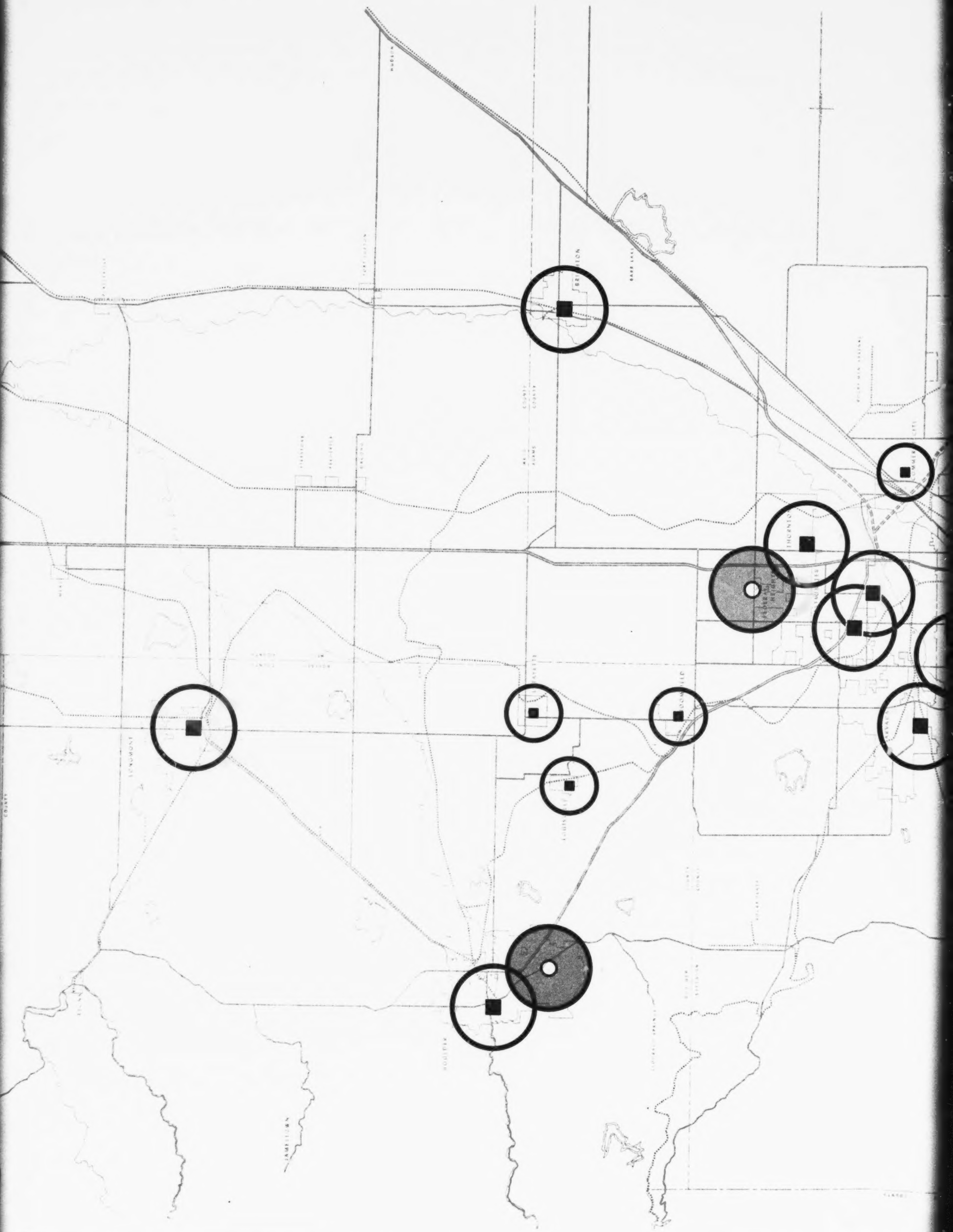
PUBLIC LIBRARIES AND SERVICE AREAS

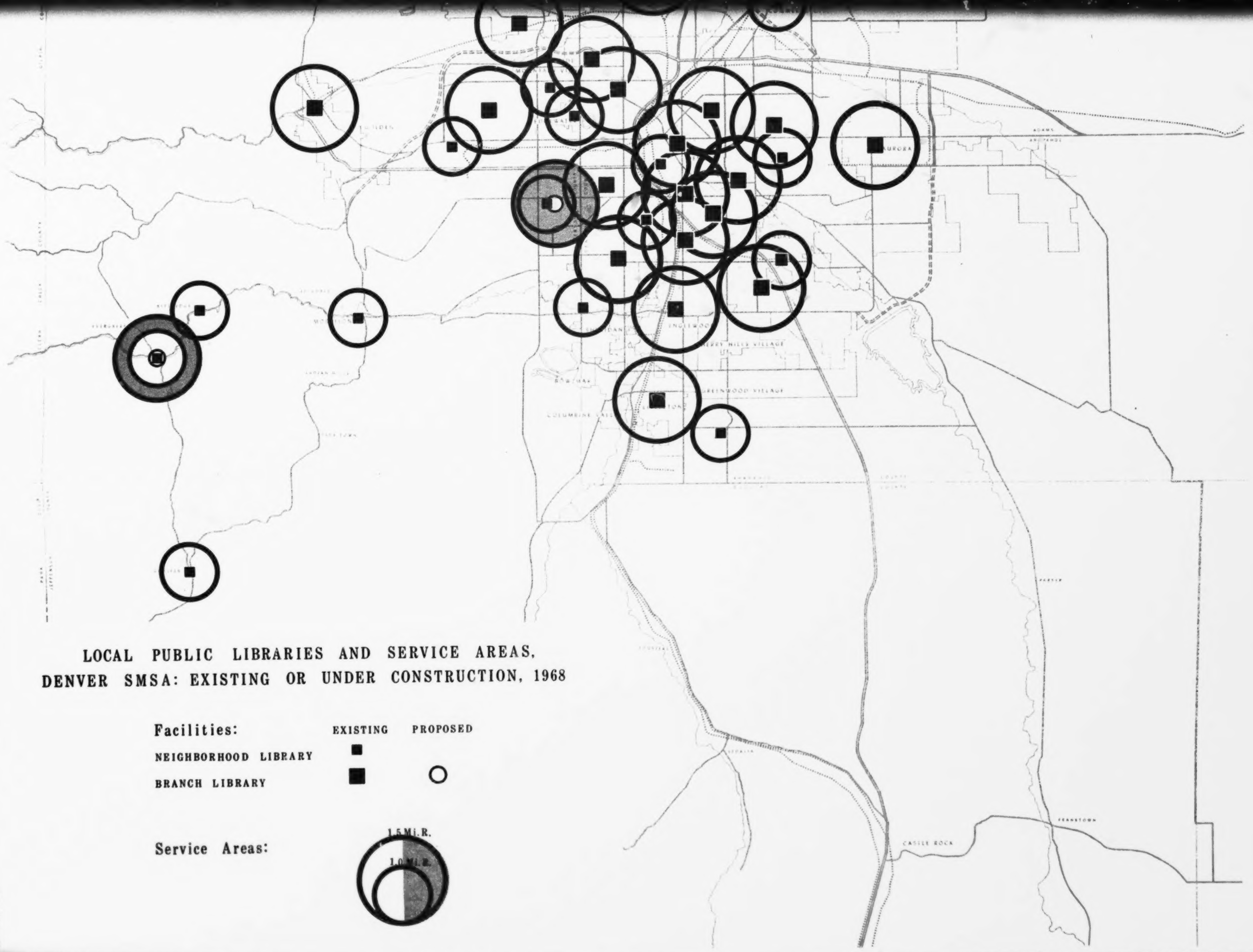
The map on the following page shows the locations of public library buildings existing or under construction in 1968. Bookmobile stops are not shown.

Appendix E gives the addresses and telephone numbers for each of the forty-five public libraries in the metropolitan area.

An arbitrary designation of the "service area" of each library is based on the number of books housed in each building in 1967. The cut-off point between a "neighborhood library" and a "branch library" is 15,000 volumes. Although not shown on the map as such, some libraries are referred to as "regional libraries" and contain more than 50,000 volumes.

The service radius is an artificial device to show concentration of library facilities throughout the region. Graphic presentation of an area served does not reveal actual usage patterns. It is based on the American Library Association standard that people should not have to travel more than one and one-half miles to reach a library.


BRIGHTON
BARR LAKE
WELD COUNTY
ADAMS COUNTY
ROCKY MTN ARSENAL
COMMERCE CITY
THORNTON
FEDERAL HEIGHTS
LAFAYETTE
BROOMFIELD
LOUISVILLE
LONGMONT
BOULDER
JAMESTOWN


AURORA
ADAMS
ARAPAHOE
GOLDEN
ENGLEWOOD
CHERRY HILLS VILLAGE
GREENWOOD VILLAGE
BOW MAR
COLUMBINE VALLEY
CASTLE ROCK
FRANKTOWN
PARKER
Facilities:
EXISTING
PROPOSED
NEIGHBORHOOD LIBRARY
BRANCH LIBRARY
Service Areas:
1.5 Mi. R.
1.0 Mi. R.

LOCAL PUBLIC LIBRARIES AND SERVICE AREAS, DENVER SMSA: EXISTING OR UNDER CONSTRUCTION, 1968

The most evident feature of the map of local library buildings is the cluster pattern in the core city area. More significant are the blank areas on the map. Bookmobile service is provided in some of these areas, but is not shown on the map because of flexibility of schedules. If there were a base map showing density of population it would be apparent that many areas with relatively high population concentrations do not have easy access to a library building.

Projected plans for new or enlarged library buildings have been made in several areas. The new facilities being constructed in 1968 are in Adams County in the Northglenn area, a branch library in the City of Boulder, and the Bonfils-Stanton Regional Library of the Jefferson County Public Library near the Villa Italia shopping center. Jefferson County also has plans to build branch libraries in Golden and in Evergreen.

The Aurora Public Library has undergone major expansion during 1968.

New or expanded facilities are scheduled for construction within the next few years in several areas. Aurora is considering a branch library at Morris Heights and one in the southeast section of the City. Brighton plans a new library by 1970.

Preliminary plans are drawn to double the size of the Broomfield library building. Denver has projected plans for: (1) replacement of the Field Branch, (2) a branch library in the Bear Valley Shopping Center, (3) a regional library in Montbello, (4) Hampden Heights Regional Library, and (5) expansion of the Main Library to at least double its present size.

Englewood plans to add 5,000 square feet to its library by 1972. Jefferson County's construction plans through 1973 include, in addition to the facilities mentioned earlier, a regional library in the Lakewood - Wheat Ridge area.

Longmont plans to replace the present library by 1970. Westminster's library is expected to double in size by 1970.

The addition of these new buildings and the expansion of the several facilities scheduled in the next few years will improve access to local library service for many residents of the area. Even with these capital improvement programs of the local libraries coverage of the entire region will not be provided.

The map shows that much of the urban area does not have convenient access to a library building. There must be coordination of all construction programs so that every resident of the region has library services easily available. Facilities jointly-planned and, perhaps jointly financed, are required to achieve the officially-adopted goal of making "available to every resident of the region the highest quality of library service."

One of the principles stated above is that regional strengths are to be developed. A basic concept of graded levels of service capabilities distributed equitably throughout the entire region underlies this principle.

Determination of criteria on which to base the decisions regarding designation of regional libraries is a complex issue. Information about population density, land use and transportation patterns, and projections of regional growth areas is required before sound evaluation can be made. Unfortunately, much of these data are outdated or just in the early stages of preparation.

The Regional Librarians Committee is cognizant of the difficulties involved in establishing standards for selection of areas in which regional libraries are to be available. The Committee also realizes that designation of regional libraries must be an element of the comprehensive plan for the metropolitan area. Serious study will be made of the entire region in relation to the needs for regional library facilities.

Assumptions mentioned earlier in this report that are important to the determination of regional library development are that arbitrary boundaries should not be barriers to location of facilities at the most effective sites and that decisions should be based on the characteristics of the population and the structure of neighborhoods.

It is imperative that reliable information about the demand for library services, the factors which affect the demand, and the characteristics of library users and non-users be collected.

The nature of library services which should be provided on a local, a regional, and a state basis must be defined.

Development of appropriate regional library services must be based on realistic regional standards of library services. Once the criteria are established, a schedule of priorities must be established. After that is accomplished a plan for public library service can be said to exist. Then the real work of implementing the plan and program can begin.

FUNDING THE PROGRAM

The program for public library services and facilities is aimed at raising the local and regional library service to the levels recommended in the American Library Associations _Minimum Standards for Public Library Systems, 1966_.

The standards describe the traditional services of the public library. There is no provision for experimental, creative, or innovative services. The factor of change is ignored. It is assumed that public libraries will continue to do what they have always done--no more and no less. This makes for a modest, not to say timid, approach to the future. The fact that the traditional standards have yet to be achieved by the public libraries of the Denver region lends legitimacy to the use of the traditional standards.

It will cost the public libraries of the area approximately $80 million in the next 15 years to develop book collections and library buildings which meet the recommended standards. This sum becomes more manageable if it is related to the projected population of the metropolitan area. If the $80 million expenditure for books and buildings is evenly divided for each of the 15 years from 1970 to 1984, an annual average development cost of $5 1/3 million results. This compares to the 1967 expenditure total of $3 1/2 million. Based on the projected population this $5 1/3 million is shown as a level of support per capita of $4.44 in 1970, $3.77 in 1975, $3.35 per capita in 1980, and $2.95 in 1985.

Assuming that costs for personnel will be double the costs to develop book collection, an additional $100 million cost could occur. This brings the total development costs to $180 million or an average annual cost for development of $12 million. Support needed on a per capita basis for this level of expenditure is $10.00 per capita in 1970, $8.50 in 1975, $7.55 by 1980, and $6.64 per capita in 1985. Catching up to the standards will be less expensive than was orginally estimated.

Who is to pay these developmental costs? Naturally, the costs will be borne by the tax-paying citizen. The question rather is which level of government--local, regional, state, or federal--will pay what portion of these costs?

Complicated formulas could be devised or arbitrary assignments of responsibility could be proposed. Such manipulation would be an exercise in futility. The responsibility for financial support of the public library program will belong to the agencies which accept it.

The federal government has assumed an increasing share of responsibility for public library support each year since 1956. In Colorado the program of state grants-in-aid has increased steadily. Statistics in the first part of this report indicate that many of the local units of government have increased significantly their financial support for library service.

Is it the sole responsibility of a municipality to construct a library building? The passage of the Library Services and Construction Act by the U. S. Congress indicates that a library building program is a local and a national asset. The Federal government has shown its willingness to assist financially the construction of libraries.

What is the situation for regional library services and facilities? Concentration of population, not political jurisdiction boundaries, should determine the placement of a regional facility. Residents of several units of local government will benefit from a regional library. In the absence of a regional unit of government, state financial support for regional libraries should be used. Since a regional library will serve in a dual capacity by providing local services to the residents nearest the center of its service area, the library's program should be supported by the local unit of government and by state funds.

The _Colorado Plan for Library Development_ suggests an equitable division of financial responsibility for a library program is 75% local, 15% state, and 10% federal funds. Using the rough estimate of $180 million development costs for this area means that the local jurisdictions should provide $135 million during the next 15 years. This would require an annual average funding total of $9 million, three times the $3,090,244 total support in 1967.

The State's share would be an average of $1,800,000 annually as compared to $179,376 distributed in fiscal 1967-68. Will State support suddenly increase ten-fold?

Fiscal realities must be faced. The federal government will continue its involvement in library development programs. Federal funds are not the most reliable source of revenue. Administrative policy changes. A wartime economy affects all social programs' support. Federal monies can be used as bonus grants for special services. At present federal fiscal policies make it impossible to base continuing, operational services on this source of support.

Many foundations support research projects that benefit public libraries. Librarians must be aware of privately supported research activities and make use of the findings.

Public librarians recognize that libraries are not in the same category of priority with those governmental functions which relate to the health and safety of citizens. The public library does deal in a valued commodity--information. The modern community leader is increasingly interested in having a well-informed, socially-conscious citizenry. The most vital communities often are those which realize the importance of providing their citizens good library service.

Financial support for a public library program will come from those agencies whose leaders are aware of the value of the program to a community. The librarians of the metropolitan area will continue to cooperate to provide sound, efficient developmental programs. Librarians are learning to be politicians and salesmen. The program is the persuader.

PROGRAM PROPOSAL FOR FISCAL 1968-69

The Regional Librarians Committee, meeting as the administrative agency of the public library system, has drafted a proposed program for fiscal year 1969.

The program proposal contains a chart (shown below) which delineates the responsibilities of the various agencies involved with public library planning and service

Elements of the fiscal 1969 developmental program are:

I. Staff liaison with Denver Regional Council of Governments

RESPONSIBILITY CHART

Items	DRCOG Staff	System Staff	Hdqrts. Library	RLC (Local Libraries)
1. Provide staff services to RLC	X			
2. Provide continuous liason between RLC & DRCOG at staff level	X			
3. Provide staff services in updating, revising, supplementing, and detailing Library Plan	X			
4. Provide information services	X			X
5. Provide planning, research, and demonstrations with regional, state & federal agencies	X			X
6. Monitor (coordinate implementation) of Library Plan	X			X
7. Administration of System funds			X	
8. Advisory to member libraries		X		
9. Liaison with Colo. State Lib.		X		
10. Advisory to Library Council		X		
11. Planning & implementation of System program		X		X
12. Public relations for System		X		
13. Staff development project		X		
14. Delivery service		X	X	
15. Film service			X	
16. Municipal Govt. Ref. Ctr.				BPL
17. Specialized materials			X	
18. Reciprocal borrowing procedures			X	
19. Systems analysis		X		
20. Review & evaluation	X	X	X	X
21. Centralized services (CP&P, etc.)		X		

II. System administrative staff and services

  A. Staff development project
  B. Public relations

III. Resource development

  A. Regional library collections
  B. Regional Reference Center (Jefferson County)
  C. Headquarters Library Collections
  D. Municipal Government Reference Center (Boulder)

IV. Centralized services

  A. Reciprocal borrowing
  B. Information transmittal
  C. Communications
  D. Central Colorado Library Council

Anticipated expenditures for the 1969 program are $176,000. This program will be funded with state and federal grants for public library systems.

SUMMARY

The program for public library development in the Denver Metropolitan Area is:

1. To bring the resources of each local library to the levels recommended by the standards of the American Library Association.

2. To develop a library system with resources equal to those recommended by the standards for public library systems.

3. To provide library services and facilities throughout the region in such locations as to be easily accessible to all area residents.

4. To develop policies and procedures which will allow all residents, regardless of their place of residence, to use all the public libraries of the area, and to seek ways of wider involvement of all residents and patrons in the development of service.

The program goals will be accomplished by the cooperative efforts of the official and advisory agencies concerned with public library services. The local library is the basic unit in the regional library system. Agencies which will evolve the developmental programs include, but are not limited to local library boards, the Denver Regional Council of Governments, the Regional Librarians Committee, the Central Colorado Library Council, the Colorado State Library, the librarians of the member libraries of the system, the headquarters library administration, and the system administrative staff.

Developmental costs during the period 1970-1984 are estimated at:

$ 50,000,000	for local library collections and buildings
30,000,000	for headquarters library collections and buildings
100,000,000	for personnel for all libraries
$180,000,000	Total estimated development costs, 1970-1984

These development costs average $12 million annually and will require the following levels of per capita support based on projected population for the metropolitan area:

Year	Population Projection (SMSA)	$ Per Capita
1970	1,200,000	$ 10.00
1975	1,412,000	8.50
1980	1,590,000	7.55
1985	1,806,000	6.64

A developmental program for public library service will be funded on a shared-cost basis with local, state, and federal funds. The program will recommend equitable proportioned funding of public library services and facilities.

The public library system and the Denver Regional Council of Governments will support a research and development activity which will assist libraries to meet the changing needs of the total metropolitan community. Federal and private sources of funds will be sought to support the research activity.

Developmental programs which will coordinate services of all types of libraries--academic, public, school, and special--will be initiated.

Public library programs will continue to be coordinated with the total complex of government in the metropolitan area.

The future of the public library depends on the attitudes of the people responsible for developing plans and programs for library services. Awareness of the changing nature of the library's community is a necessity. Some of the changes affecting libraries are identified by Dr. Lowell Martin, Vice President and Editorial Director of Grolier, Inc.:

> "From a people seeking productivity alone to a people also seeking value and fulfillment; from an educational system concerned with numbers to one seeking to develop quality; from a society of workers to a society of specialists; from a readership limited to the elite to a readership extended to the underprivileged; from the first step of building strong collections to the further step of outreach of resources through the whole society; from the traditional book to communication in new and ingenious forms; from routines that sap our time and energy to machines that free us; from your own separate library to a unit within an area-wide resource; most important, from an assumption that what we do is automatically socially significant to a professional recommitment to library purposes."[1]

DEVELOPMENTAL PROGRAMS FOR THE FUTURE

The plan and program developed by the Regional Librarians Committee during 1967-1968 is only a beginning. Certain principles have been described; basic assumptions have been determined; general guide lines have been drawn. The real work remains.

The Regional Librarians Committee of the Denver Regional Council of Governments will continue to refine the programs which will accomplish the goals agreed upon early in the planning period. The Central Colorado Library Council will continue to develop the broad policy statements to guide the Central Colorado Public Library System.

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[1] *Lowell A. Martin. "The Changes Ahead", Library Journal, February 15, 1966, p. 716.*

Developmental programs will include the drafting of standards for library services that accurately relate to the special needs of the people of the Denver Metropolitan Area.

Cooperation will continue to be the key to the improvement of library service at the local and the regional levels. All agencies and individuals involved in planning and performing public library services will direct their efforts towards the stated goal which is "to make available to every resident of the region the highest quality of library service".

APPENDICES

APPENDIX A

REGIONAL LIBRARIANS COMMITTEE PLANNING SCHEDULE

The following schedule was distributed to the Regional Librarians Committee in October 1967. It contains the most detailed elements of the SDC Planning Guide plus other activities as needed. Some of the activities were individual librarians' responsibilities, some were the responsibility of the ICRPC staff, and all of the activities were discussed at meetings of the Regional Librarians Committee.

Meeting Dates	Activities
October, 1967	. review existing library policy . review, revise and return policy and purview statements . review library standards
November, 1967	. establish regional library policy . establish regional planning purview . collect data on current demand for local services . collect data on local library user characteristics . collect information on sources of library funds
December, 1967	. establish regional library standards . review adequacy of current services and programs
January, 1968	. estimate factors affecting library demands . estimate future user demands . estimate future facilities, programs and services required to meet demands . estimate future manpower requirements . select existing facilities for future expansion

Meeting Dates	Activities
	. collect information on available sites for library facilities . select library facilities for expansion . select sites for new library facilities . estimate costs of new library facilities . estimate costs for expansion of library facilities . estimate costs for expansion of programs and services . estimate benefits from proposed new library facilities . estimate benefits from expansion of library programs and services . estimate trade-off from proposed alternatives
February, 1968	. select alternatives for future library development . select alternative sources of funds for expansion . produce manpower acquisition plan . produce capital improvement plan . produce draft of regional library plan . review draft of library plan for conformance to standards and goals . review draft of library plan for conformance to State Library plan . review draft of library plan for conformance to regional library policy . review draft of library plan for conformance to Parks and Open Space plan . review draft of library plan for conformance to Transportation plan . review draft of library plan for conformance to Education plan . review draft of library plan for conformance to Land Use plan
March, 1968	. revise regional library plan draft . produce library plan . review local library plans
April, 1968	. produce draft specifications of desired legislation . disseminate specifications of desired legislation . dissemniate library plan to local jurisdictions

Meeting Dates	Activities
May, 1968	. obtain public approval of library plan . obtain state approval of library plan
June, 1968	. monitor library plan

APPENDIX B

ADJUSTMENTS OF POPULATIONS SERVED BY LOCAL LIBRARIES DENVER SMSA - 1967

Jurisdiction populations are used for those municipalities - Arvada, Brighton, Edgewater, and Westminster--which did not have formal, contractual arrangements to serve additional areas. No satisfactory adjustment for the Denver Public Library's population served was found. Adjustments for the remaining libraries were made as follows for 1967:

Adams County - exclude part Arvada (1,060); part Aurora (22,780); all of Brighton (8,200); and Westminster (18,700); and 783 served by Arapahoe Regional.
Arapahoe Regional - serves 6% of unincorporated area (38,380) of Arapahoe County, plus 783 in Adams County and 510 in Walnut Hills area.
Aurora - add 6,133 or 15.98% of ARapahoe County contracted area.
Boulder - add 16,173, or 65.61% of municipal share of Boulder County.
Broomfield - add 1,905, or 7.73% of municipal share of Boulder County.
Englewood - add 9,741 or 25.38% of Arapahoe County contractual area.
Jefferson County - exclude part Arvada (35,940); all Edgewater (5,400).
Lafayette - add 865 or 3.51% of municipal share of Boulder County.
Littleton - add 20,203 or 52.64% of Arapahoe County contractual area; exclude 510 in Walnut Hills area.
Longmont - add 5,053 or 20.50% of municipal share of Boulder County.
Louisville - add 651 or 2.64% of municipal share of Boulder County.

APPENDIX C

MINIMUM STANDARDS FOR PUBLIC LIBRARY SYSTEMS, 1966

EXCERPTS OF THE 66 PRINCIPLES

Minimum Standards for Public Library Systems, 1966, contains 66 "guiding principles" on which the standards are based. These principles appear to be obvious, but they are defended on the basis that "the standards alone provide only partial evaluation of a library, and may even, on occasion, provide an erroneous evaluation. Some specific standards in this document may be used as quick measurements, adequate for some officials and groups. But for a true picture, the principles should be both the beginning and the end of evaluation, with the standards used as one aid in forming a final judgment."[1]

The principles are quoted in their entirety:

I. STRUCTURE AND GOVERNMENT OF LIBRARY SERVICE

1. *Public library service should be universally available.*
2. *A community library should be easily accessible to every user, connecting him with the total resources of his area, state and the nation.*
3. *Headquarters units of library systems, open to every resident of a natural region, should make available the essential resources and personnel of modern library service.*
4. *The headquarters unit and the community libraries in a natural area should function cooperatively for library service.*

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[1] *Minimum Standards for Public Library Systems, 1966. American Library Association, 1967, pp. 12-13.*

5. *Public library systems should have a clear legal basis for establishment, governmental organization, and financial support.*
6. *The community library should be an integral part of local government.*
7. *The community library should be under the general governmental control of capable and interested officials.*
8. *The functions of the governmental authority and of the library director should be clearly differentiated.*
9. *The public library should have its own independent governing authority.*
10. *Public, school, and academic libraries should work together to provide coordinated service to students.*
11. *A statewide program of services should be planned cooperatively to support library systems.*
12. *The state program for library service should utilize all existing resources and agencies.*
13. *Financial compensation must be made to libraries when their resources are used in the state's network for library service.*
14. *The federal government should support a national program which supplements and stimulates library services throughout the states.*

II. SERVICE

15. *Every person whose community library participates in a system receives expanded service.*
16. *The program of each library system and its member libraries should be focused upon clear and specific objectives.*
17. *The community library must be an integral part of the area it serves.*
18. *Library systems must coordinate service with other resource centers.*
19. *Well-planned hours of service must be maintained by all units in a library system.*
20. *The public library provides for full utilization of its materials off the premises.*
21. *Each library system should design lending and intra-agency loan practices which make for uniform, coordinated service over the whole area served.*
22. *Public library service requires the use of all sources of information.*
23. *Library systems should provide information and research services.*
24. *The library has a positive program of guidance in the use of educational, informational, and recreation materials.*
25. *The library system provides materials and services for goups and institutions.*

26. The library system serves individuals and groups with special needs.
27. The public library sponsors group activities inside or outside the library within the framework of its own program.
28. Good library service requires an effective public relations program.
29. The library system will record, report, and analyze essential information regarding its library service.
30. Evaluation of library service is essential to the progress of library systems.

III. MATERIALS: SELECTION, ORGANIZATION, AND CONTROL

31. All materials should be selected and retained or discarded in keeping with stated objectives of each system.
32. Materials acquired should meet high standards of quality in content, expression, and form.
33. Within standards of purpose and quality, collections should be built to meet the needs and interests of people.
34. Library collections should contain opposing views on controversial topics.
35. The collection of the public library should be inclusive and contain materials which contribute to the library's purpose without regard to form.
36. Systematic removal of materials no longer useful is essential to maintaining the purposes and quality of resources.
37. The community library stands as the first and convenient resource for all readers.
38. The character and emphasis of the community library collection should be influenced by the existence of available library collections in the community and area.
39. A library system must have resources covering the interests in the several communities it serves, in reasonable duplication to meet most requests immediately.
40. Each state or group of states will support collections which supplement and reinforce the resources of the systems.
41. Organization and control provide for effective use of library materials.
42. Processes for the selection and acquisition of library materials must be orderly and coordinated.
43. Selection of materials should be done cooperatively by representatives of all member libraries in a system.
44. The acquisition, cataloging, and preparation of materials should be centralized.

45. The control of materials throughout a system should be uniform.
46. Organization and control of materials should encompass the needs of all the libraries of a system.
47. Arrangement of materials should combine orderly location and ease of access.
48. Data to be recorded should be related to requirements for legal and administrative reporting.

IV. PERSONNEL

49. All positions in a library should be established and organized as part of a career service.
50. Library positions should be clearly defined and differentiated in terms of requirements, duties, and responsibilities.
51. All staff members should have qualifications for competent performance of their duties.
52. The library should institute progressive personnel administration practices recognized in federal, state, and local government.
53. All staff members should have conditions of employment that contribute to job satisfaction and high morale.
54. Personnel administration should ensure harmonious relationships between administration and employees as well as among employees.
55. Salaries should be sufficient to attract and hold personnel with the qualifications specified in these standards.
56. The number of staff members should be sufficient to perform the duties involved in selecting, organizing, and interpreting materials, and to provide consistently efficient service at all hours when the headquarters unit and community outlets are open to the public.
57. The staff in each library system should include persons professionally trained in the specialized services required.
58. The state library agency should have personnel adequate to provide the leadership, general guidance, planning, and specialized information service needed at the state level.
59. State governments should establish and enforce certification regulations covering all professional positions in public libraries.

V. PHYSICAL FACILITIES

60. The physical facilities of a public library should express the program of library service.
61. The library building must be inviting and easy to use.

62. The library building should be efficient, flexible, and expandable.

63. Appropriate and adequate quality and quantity of lighting and other mechnaical equipment should be provided in the building.

64. Furniture and equipment should harmonize with the architecture of the building, contribute to the efficiency of the library service program, and provide a comfortable, inviting environment.

65. The headquarters building of a library system should be located and designed to provide maximum accessibility and space for the full range of library service needed by the area served.

66. The community library should be located to stimulate extensive use, and should provide inviting, comfortable space and efficient facilities to serve as a library center for its area.

APPENDIX D

INVENTORY OF LOCAL LIBRARY FACILITIES FOR PUBLIC USE

DENVER SMSA - 1968

LIBRARY	PUBLIC TRANSP	PATRON PARKING						BOOK RETURN (2)	PUBLIC USE FACILITIES		
	No. of Blocks to Bus Line	Street	Off-Street	On-Site	Shared(1)	Comm Lot	Total Spaces		Telephone	Typewriter	Copy Machine
ADAMS COUNTY											
Perl Mack	--	-	X	X	X	-	*	W	X	-	-
Thornton	--	-	X	X	X	-	15	W	-	-	-
Commerce City	--	-	X	X	-	-	45	W	X	-	-
ARVADA	4	X	X	X	-	-	86	D	X	-	X
AURORA	2	X	X	X	-	-	33	W	X	-	X
BOULDER	2	-	X	X	X	-	*	W	-	-	X
BRIGHTON	--	X	-	-	-	-	*	*	-	-	-
BROOMFIELD	--	X	X	X	X	-	325	W	-	X	-
DENVER											
Main	1	X	X	X	-	X	530	W	X	X	X
Decker	3	X	-	-	-	-	12	W	-	-	-
Field	1	X	X	-	X	-	40	W	-	-	-
Hadley	1	X	X	X	-	-	48	W	X	-	X
Park Hill	2	X	-	-	-	-	20	W	X	-	X
R-Barnum	2	-	X	X	-	-	23	W	-	-	-
R-Broadway	1	X	X	X	-	-	20	W	-	-	-
R-Cherry Cr.	2	X	X	X	-	-	36	W	X	-	X
R-Univ. Hills	4	X	X	X	X	-	1,175	W	X	-	X
Smiley	1	X	-	-	-	-	15	W	-	-	-
Warren	1	X	-	-	-	-	10	W	-	-	-
Woodbury	1	X	X	X	-	-	24	W	X	-	X
Athmar	2	X	X	-	X	-	810	W	-	-	-
Bear Valley	6	-	X	X	X	-	700	W	-	-	-
Byers	1	X	-	-	-	-	8	W	-	-	-
Montclair	1	-	X	X	X	-	45	W	-	-	-
South Holly	1	-	X	X	X	-	28	W	-	-	-

LIBRARY	PUBLIC TRANSP	PATRON PARKING						BOOK RETURN (2)	PUBLIC USE FACILITIES		
	No. of Blocks to Bus Line	Street	Off-Street	On-Site	Shared(1)	Comm Lot	Total Spaces		Telephone	Typewriter	Copy Machine
EDGEWATER	1	X	X	-	X	-	20	W	X	-	-
ENGLEWOOD	1	-	X	X	X	-	31	W	X	-	X
JEFFERSON COUNTY											
Golden	5	X	X	X	-	-	40	W	X	X	X
Conifer	--	-	X	X	-	-	14	W	-	-	-
Daniels	4	X	X	X	X	-	13	-	X	-	-
Evergreen	--	-	X	X	-	-	7	W	X	-	-
Kittredge	--	-	X	X	X	-	4	-	-	-	-
Lakewood-B.B.	--	-	X	X	X	-	23	W	X	-	-
Morrison	--	-	X	X	-	-	3	W	-	-	-
N. Jeffco	12	-	X	X	X	-	22	-	X	-	-
Villa	1	-	X	X	X	-	2,000	W	X	-	-
Wheat Ridge	1	-	X	X	X	-	6	W	X	-	-
LAFAYETTE	--	X	-	-	-	-	18	W	X	-	-
LITTLETON											
Bemis	4	X	X	X	-	-	60	W	X	-	X
South Glenn	--	-	-	-	X	X	*	W	X	-	X
LONGMONT	--	X	-	-	-	-	9	D	-	-	-
LOUISVILLE	--	X	X	-	X	-	*	W	X	-	-
WESTMINSTER	--	X	X	X	X	-	40	W	-	-	X

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(1) Parking spaces shared with park or recreation facility, city hall, civic center, post office or shopping center.

(2) Walk-up (W), Drive-In (D).

* *Not Available.*

APPENDIX E

DIRECTORY OF LOCAL PUBLIC LIBRARIES AND BRANCHES

DENVER SMSA - 1968

LOCAL PUBLIC LIBRARY LISTING

No.	Library	Address	Phone
	Adams County Public Libraries (1-3)		
1.	Perl Mack Branch (Headquarters)	7125 Mariposa Denver 80221	428-3576
2.	Commerce City Branch	5291 E 60th Ave Commerce City 80022	287-0063
3.	Thornton Branch	9471 Dorothy Blvd Thornton 80229	287-5504
4.	Arapahoe Regional Library District	Co Sch Supt Arapahoe Co Court Hse Littleton 80120	794-9211
5.	Arvada Public Library	8555 W 56th Ave Arvada 80002	424-5527
6.	Aurora Public Library	1298 Peoria Aurora 80010	364-9358
7.	Boulder Public Library	1000 Canyon Blvd Boulder 80302	443-7080
8.	Brighton Public Library	575 Bush St Brighton 80601	659-2572
9.	Mamie Doud Eisenhower Public Library (Broomfield)	12 Garden Office Ctr Broomfield 80020	466-5733
	Denver Public Libraries (10-26)		
10.	Main Library	1357 Broadway Denver 80202	266-0851
11.	Athmar Park Neighborhood Library	1060 S Raritan St Denver 80223	935-0721
12.	Bear Valley Neighborhood Library	3100 S Sheridan Blvd Denver 80227	935-0616

13.	Byers Neighborhood Library	W 7th Ave & Santa Fe Dr Denver 80204	534-1665
14.	Decker Branch Library	E Florida Ave & S Logan St Denver 80210	733-7584
15.	Field Branch Library	S Franklin St & E Exposition Ave Denver 80209	777-2301
16.	Hadley Regional Branch Library	S Grove St & W Jewell Ave Denver 80219	935-4267
17.	Montclair Neighborhood Library	934 N Jersey St Denver 80220	377-4301
18.	Park Hill Regional Branch Library	Montview Blvd & Dexter St Denver 80207	322-3631
19.	Ross-Barnum Branch Library	W 1st Ave & Lowell Blvd Denver 80219	935-1891
20.	Ross-Broadway Branch Library	E Bayaud Ave & S Lincoln St Denver 80209	777-4845
21.	Ross-Cherry Creek Regional Branch	E 3rd Ave & Milwaukee Ave Denver 80206	388-4011
22.	Ross-University Hills Regional Branch	E Amherst Ave & S Birch St Denver, 80222	757-2714
23.	Smiley Branch Library	W 46th Ave & Utica St Denver 80212	477-3622
24.	South Holly Neighborhood Library	1950 S Holly St Denver 80222	757-6662
25.	Warren Branch Library	W 34th Ave & High St Denver 80205	244-0454
26.	Woodbury Regional Branch Library	W 33rd Ave & Federal Blvd Denver 80211	455-3930

27.	Edgewater Public Library	5845 W 25th Ave Denver 80214	238-0573
28.	Englewood Public Library	3400 S Elati St Englewood 80110	761-1140

Jefferson County Public Libraries (29-39)

29.	Headquarters Offices	1204 ½ Washington Ave Golden 80401	279-7678
30.	Conifer Branch Library	Old Conifer Sch Hse Conifer 80433	--
31.	Daniels Branch Library	1301 Union Golden 80401	233-2131
32.	Evergreen Branch Library	Evergreen 80439	674-5114
33.	Golden Branch Library	911-10th St Golden 80401	279-4586
34.	Kittredge Branch Library	P O Bldg Kittredge 80457	--
35.	Lakewood-Bonnie Bonham Branch Library	10112 W 27th Ave Denver 80215	233-6442
36.	Morrison Branch Library	Morrison 80465	--
37.	North Jeffco Branch Library	1036 Ralston Rd Arvada 80002	424-2909
38.	Villa Branch Library	7200 W Alameda Ave Denver 80226	936-0546
39.	Wheat Ridge Branch Library	7055 W 38th Ave Denver 80033	242-8949
40.	Lafayette Public Library	300 E Simpson Lafayette 80026	665-5200

Littleton Public Libraries (41-42)

41.	Edwin A. Bemis Public Library	6014 S Datura Littleton 80120	794-4220
42.	South Glenn Branch Library	Arapahoe Rd & S University Blvd Littleton 80120	794-7006

43.	Longmont Public Library	457 4th Ave Longmont 80501	776-2236
44.	Louisville Public Library	749 Main St Louisville 80027	666-6037
45.	Westminster Public Library	3031 W 76th Ave Westminster 80030	429-1546

HOURS OF SERVICE

No.	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
1.	8:30- 5:00	8:30- 5:00	8:30- 5:00	8:30- 5:00	8:30- 5:00	---	---
2.							
3.	1:00- 8:00	1:00- 8:00	---	1:00- 8:00	1:00- 8:00	10:00- 5:00	---
4.			Bookmobile Service				
5.	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 6:00	10:00- 6:00	---
6.	10:30- 9:00	10:30- 9:00	10:30- 9:00	10:30- 9:00	10:30- 9:00	10:30- 5:30	---
7.	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 6:00	2:00- 5:00
8.	1:00- 5:00 7:00- 9:00	1:00- 5:00 7:00- 9:00	9:00-11:00 1:00- 5:00 7:00- 9:00	9:00-11:00 1:00- 5:00 7:00- 9:00	1:00- 5:00 7:00- 9:00	1:00- 6:00	---
9.	10:00- 5:00 7:00- 9:00	10:00- 5:00 7:00- 9:00	10:00- 5:00 7:00- 9:00	10:00- 5:00 7:00- 9:00	10:00- 5:00	10:00- 6:00	---
10.	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 5:30	10:00- 5:30	1:30- 5:30[a]
11.	12:00- 8:30	12:00- 5:30	12:00- 8:30	---	12:00- 8:30	9:00- 5:30	---
12.	12:00- 8:30	12:00- 5:30	12:00- 8:30	---	12:00- 8:30	9:00- 5:30	---
13.	2:00- 5:30	2:00- 5:30	---	2:00- 5:30	2:00- 5:30	10:00-12:00 1:00- 5:30	---

---

[a] *Except June, July and August*

No.	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
14.	2:00- 8:30	2:00- 8:30	2:00- 8:30	---	2:00- 8:30	10:00- 5:30	---
15.	2:00- 8:30	---	2:00- 8:30	2:00- 8:30	2:00- 8:30	10:00- 5:30	---
16.	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 9:00	---	10:00- 5:30	---
17.	12:00- 8:30	12:00- 5:30	12:00- 8:30	---	10:00- 5:30	9:00- 5:30	---
18.	2:00- 9:00	10:00- 9:00	2:00- 9:00	10:00- 9:00	---	10:00- 5:30	---
19.	2:00- 8:30	2:00- 8:30	---	2:00- 8:30	2:00- 8:30	10:00- 5:30	---
20.	2:00- 8:30	2:00- 8:30	2:00- 8:30	2:00- 8:30	---	10:00- 5:30	---
21.	10:00- 9:00	10:00- 9:00	10:00- 9:00	---	10:00- 9:00	10:00- 5:30	---
22.	10:00- 9:00	10:00- 9:00	---	10:00- 9:00	10:00- 9:00	10:00- 5:30	---
23.	2:00- 8:30	2:00- 8:30	2:00- 8:30	---	2:00- 8:30	10:00- 5:30	---
24.	12:00- 8:30	12:00- 5:30	12:00- 8:30	---	10:00- 5:30	9:00- 5:30	---
25.	2:00- 8:30	2:00- 8:30	2:00- 8:30	---	2:00- 8:30	10:00- 5:30	---
26.	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 9:00	---	10:00- 5:30	---
27.	12:00- 8:00	2:00- 8:00	2:00- 6:00	2:00- 8:00	---	10:00- 4:00	---
28.	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 9:00	9:00- 5:30	9:00- 5:30	---
29.	8:30- 4:30	8:30- 4:30	8:30- 4:30	8:30- 4:30	8:30- 4:30	---	---
30.	3:30- 7:30	---	---	3:30- 7:30	---	---	---

No.	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
31.	---	3:00- 5:30	7:00- 9:00	3:00- 5:30	---	10:00- 1:00	---
32.	11:00- 5:30	11:00- 5:30	11:00- 5:30	11:00- 5:30	---	1:00- 5:00	---
33.	10:00- 8:00	10:00- 8:00	10:00- 8:00	10:00- 8:00	---	10:00- 5:00	---
34.	2:00- 6:00	---	2:00- 6:00	---	2:00- 8:00	---	---
35.	11:00- 9:00	11:00- 9:00	11:00- 9:00	11:00- 9:00	11:00- 6:00	11:00- 5:00	---
36.	---	---	2:00- 6:00	---	---	---	---
37.	5:30- 8:00	2:30- 5:30	---	5:30- 8:00	2:30- 5:30	1:00- 4:00	---
38.	11:30- 5:30	2:00- 8:00	11:30- 5:30	---	2:00- 8:00	10:00- 4:00	---
39.	1:00- 8:00	1:00- 8:00	1:00- 8:00	1:00- 8:00	1:00- 6:00	11:00- 5:00	---
40.	2:00- 5:00	2:00- 5:00	7:00- 9:00	2:00- 5:00	2:00- 5:00	9:00-11:00	---
41.	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 9:00	10:00- 5:30	10:00- 5:30	---
42.	1:00- 9:00	1:00- 9:00	1:00- 9:00	1:00- 9:00	---	10:00- 5:30	---
43.	9:00- 9:00	9:00- 9:00	9:00- 9:00	9:00- 9:00	9:00- 9:00	9:00- 9:00	---
44.	2:00- 5:00 7:00- 9:00	2:00- 5:00	2:00- 5:00	2:00- 5:00 7:00- 9:00	---	---	---
45.	1:00- 9:00	1:00- 9:00	1:00- 9:00	1:00- 9:00	10:00- 6:00	10:00- 6:00	---

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BIBLIOGRAPHY

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DENVER REGIONAL COUNCIL OF GOVERNMENTS

1968 COUNCIL

OFFICERS

Chairman	Robert W. Knecht	m
Vice-Chairman	John Christensen	cc
Secretary-Treasurer	Chester L. Hoskinson	cc

PARTICIPATING MEMBER REPRESENTATIVES* - COUNTIES

Adams County	Jerry L. Yost	cc
Arapahoe County	John Christensen	cc
Boulder County	Guy B. Akins, Jr	cc
Denver City & County	Thomas G. Currigan	m
Jefferson County	Chester L. Hoskinson	cc

PARTICIPATING MEMBER REPRESENTATIVES - CITIES

Arvada	Sanford S. Walker	c
Aurora	Hilbert Meyer	c
Boulder	Robert W. Knecht	m
Bow Mar**		
Brighton	Guy R. Sanders	c
Broomfield	Dr. Clyde Brunner	m
Cherry Hills Village	Curtis J. Sommer	c
Columbine Valley**		
Commerce City	Mrs. Marjorie Christiansen	c
Edgewater	Dale J. Hanson	m
Englewood	Richard Lone	c
Federal Heights	Delmar D. Huff	c
Glendale	George T. Garson	m
Golden	Roy Claar	c
Greenwood Village	Herb Wallower	c
Jamestown	Dr. Albert Bussian	c
Lafayette	Lamont E. Does	m
Littleton	John G. Kinghorn	m
Longmont	Ralph R. Price	m
Louisville	Frank Rizzi	m
Lyons**		
Morrison**		
Mountain View**		
Sheridan	Jane E. Rosenbach	m
Thornton	James L. Carpenter	cc
Westminster	Mrs. Vi June	cc

PARTICIPATING MEMBER REPRESENTATIVES
STATE REPRESENTATIVES

Adams County	
Arapahoe County	
Boulder County	Richard Gebhardt
Denver City & County	
Jefferson County	

*Also serve as DRCOG Executive Committee
**Have not adopted Articles of Association

cc - county commissioner
c - councilman, councilwoman
m - mayor

REGIONAL LIBRARIANS COMMITTEE

Adams County Public Library	Lucile Wailes
Arapahoe Regional Library District	Ann Kelver
Arvada Public Library	Kenneth Dowlin
Aurora Public Library	Mary Brown
Boulder Public Library	Marcelee Gralapp
Brighton Public Library	Christine Batz
Broomfield (Mamie Eisenhower PL)	Mary Jane Bailey
Colorado State Library	Marilee Field
Denver Public Library	John Eastlick*
Edgewater Public Library	Elaine Bell
Englewood Public Library	Phyllis Wiebe
Jefferson County Public Library	Henry Fontaine
Lafayette Public Library	Effie Amicarella
Littleton (E.A. Bemis PL)	Lee Hamilton
Longmont Public Library	Beatrice Malchow
Louisville Public Library	Larella Stout
Westminster Public Library	Jean Cohen

*1968 Chairman

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Frank E. Allen	Open Space Planning Administrator
Thomas Q. Benson	Attorney
David A. Pampu	Transportation Planner
Warren H. Brandt*	Traffic Engineer
DuWayne Ebertowski	Planner II
Judith A. Houk	Regional Librarian
Ellis M. Rall	Information Officer
Wayland J. Walker	Environmental Planner
Caroline L. Rapalyea	Planning Technician
Robert E. Hebner	Drafting Section Chief
Ronald Becker	Engineering Aide II
James Carey Crain*	Engineering Aide I
Ronald L. Stewart	Draftsman
Thomas J. Korin*	Artist
Thomas L. Teague	Cartographer
Dorothy L. Combs	Lithographer
Bonnie Stephens	Executive Secretary
Linda Garton	Clerk Typist I
Yolanda McAnany	Clerk Stenographer I
Phyllis Schelt	Clerk Stenographer I
Betty Giseburt	Account Clerk

* Part time

CENTRAL COLORADO PUBLIC LIBRARY SYSTEM

CENTRAL COLORADO LIBRARY COUNCIL

1968 Officers

Chairman	Edward DeVilbiss
Vice-Chairman	Edward Miller
Secretary	Mrs. Beverly Simon
Treasurer	James Hague

CCPLS LIBRARIES	CCLC REPRESENTATIVE
Adams County Public Library	Kenneth Russell
Arapahoe Regional Library District	William Murray
Arvada Public Library	Mrs. Margaret Towne
Aurora Public Library	Robert Fennig
Boulder Public Library	Paul Friggens
Brighton Public Library	Miss Mildred Sword
Broomfield (Mamie Doud Eisenhower Pub. Lib.)	James Hill
Denver Public Library	Edward Miller
Edgewater Public Library	Mrs. Lorraine Edwards
Englewood Public Library	Mrs. Beverly Simon
Georgetown Public Library	Mrs. Henry Anderson
Idaho Springs Public Library	Mrs. Heather Moscript
Jefferson County Public Library	Edward DeVilbiss
Lafayette Public Library	Fred Stones
Littleton (Edwin A. Bemis Public Library)	Gordon Taylor
Longmont Public Library	Mrs. Richard Frisk
Louisville Public Library	Mrs. Vera Taylor
Westminster Public Library	James Hague